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Report & Studies



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The Learning Society; *final r*

Ontario

Report and
Studies

Report of the
Commission on
Post-Secondary
Education in
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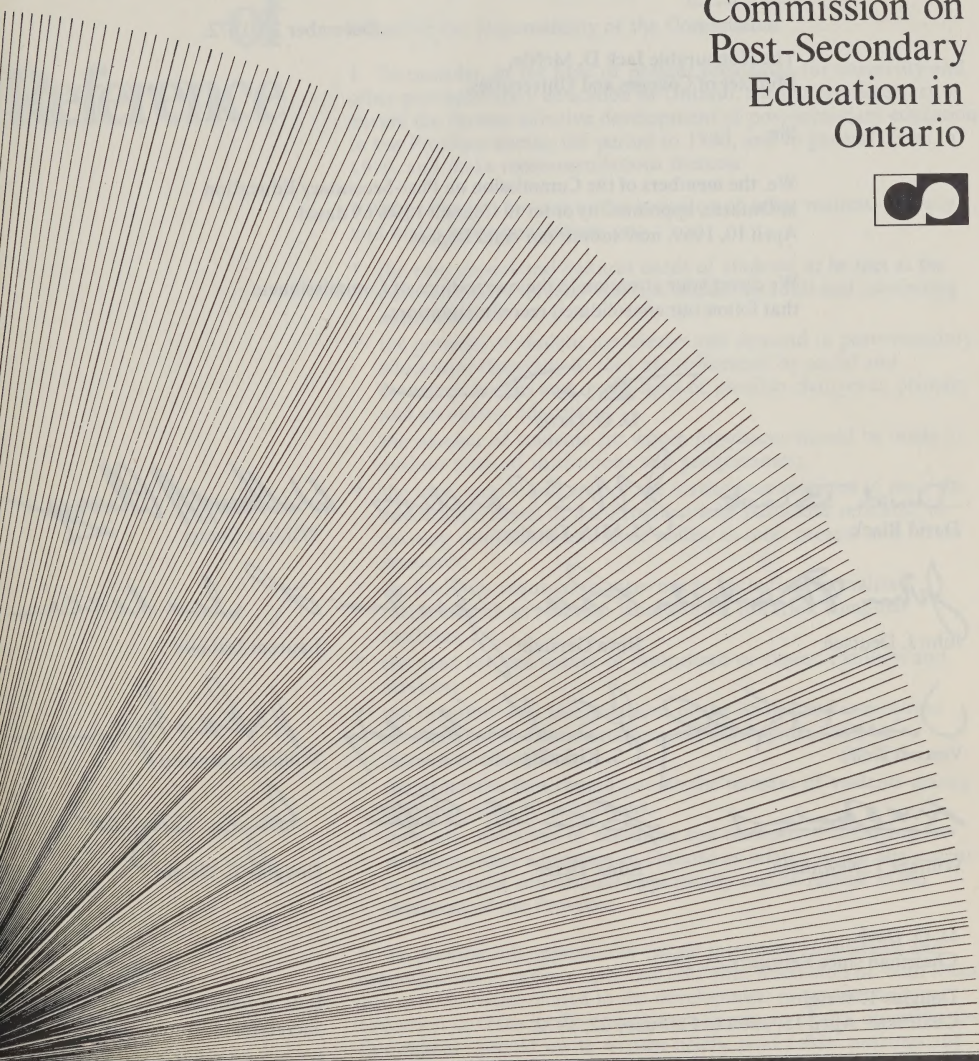
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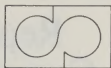


The Learning Society

Report of the
Commission on
Post-Secondary
Education in
Ontario



Commission on Post-Secondary Education in Ontario



December 20, 1972.

The Honourable Jack D. McNie,
Minister of Colleges and Universities.

Sir:

We, the members of the Commission on Post-Secondary Education
in Ontario, appointed by order in Council 1398/69 dated
April 10, 1969, now submit our final Report.

We direct your attention to the reservations of Commissioners
that follow our consolidated recommendations.

D. O. Davis

David Black

J. M. S. Careless

William Cherry

John J. Deutsch

Reva Gerstein

Laurent Isabelle

Vincent Kelly

J. S. Kirkaldy

William Ladyman

William T. Newnham

Edna Tietze

Douglas T. Wright

D. O. Davis,
Chairman since February 23, 1972.

Douglas T. Wright,
Chairman, April 15, 1969 to February 22, 1972.

Hugh L. Macaulay,
Member, April 15, 1969 to February 26, 1971.

B. B. Kymlicka,
Secretary.

Harvey L. Dyck,
Associate Secretary.

Terms of Reference

A Commission on Post-Secondary Education in Ontario is appointed, effective April 15th, 1969, to advise the Minister of Education and Minister of University Affairs under the following terms of reference:

It shall be the responsibility of the Commission:

1. To consider, in the light of present provisions for university and other post-secondary education in Ontario, the pattern necessary to ensure the further effective development of post-secondary education in the Province during the period to 1980, and in general terms to 1990, and make recommendations thereon.
2. In particular, but not to the exclusion of other matters, to study and make recommendations on:
 - * the educational and cultural needs of students to be met at the post-secondary level in Ontario, including adult and continuing education;
 - * the patterns of student preference and demand in post-secondary education, especially as they are influenced by social and economic factors and in the light of possible changes in primary and secondary education;
 - * the number of students for whom provisions should be made in various types of institutions and programmes;
 - * the type, nature and role of the institutions required to meet the educational needs of the Province with particular reference to existing institutions and their ability to meet present and future demands;
 - * the facilities required to meet needs, including specialized facilities such as research laboratories, libraries, computer facilities, etc.;
 - * the need for and nature of centralized or shared facilities and services;
 - * the functions and interrelations of the bodies and institutions involved in the administration and development of post-secondary education;
 - * the principles that should govern the transfer of students among different types of institutions;
 - * the costs, allocation of resources and methods of financing for post-secondary education in Ontario as related to the attainment of equality of educational opportunity and as related to the resources of the Province.
3. To provide full opportunity for all interested individuals and organizations to express opinions and offer discussion on both broad and specific issues related to the development of post-secondary education in Ontario. To ensure the attainment of this objective, the Commission should invite written briefs, hold public hearings and publish the results of studies and recommendations initially in draft form so as to generate public comment and discussion.

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Preface

When this Commission was established in 1969, it was charged with developing guidelines for post-secondary education that would be appropriate to Ontario's society of the future. This was a formidable task, and it was made even more difficult by the fact that individuals and groups involved in various sectors of post-secondary education and from different areas of society view education from highly personal and widely diverse perspectives. Furthermore, the field to be covered had to comprehend such diversity as the Ph.D. student in nuclear physics and the manpower retrainee, the professional requirements of lawyers and nurses, and the learning needs of citizens using community libraries. The focus, then, had to be on people, not academic institutions, however important the latter may have been in providing services in post-secondary education.

As a Commission, we found ourselves at work on this highly complex and far-reaching subject when patterns in post-secondary education and perceptions of them were changing with drastic rapidity in Ontario. In this regard, the world of 1972 already seems considerably removed from that of 1969. It was necessary for us to respond to this ongoing change and design a report adapted to transition that would not attempt to freeze the future for post-secondary education.

As the members of the Commission came to recognize the magnitude of these problems, they were drawn into extensive and deep examination of their own values and judgements pertaining to education today. This introspective process led to

open public discussion concerning the very foundations of the post-secondary system, and subsequently to the Commission's own critical re-evaluation of it. Ultimately, one fact emerged on which there was no disagreement: post-secondary education is not an activity confined within the walls of the familiar institutions of teaching and learning; rather, it is a pervasive, molding force that affects all individuals living in our society, intellectually, creatively, and economically.

The conclusion logically follows that post-secondary education must be seen as a need of the people — of individuals, of groups, and of the entire community. The institutions, the programs, the formal and informal manifestations of the learning process have relevance only as they relate to and involve the members of the society that maintains them.

The roots of Ontario's present educational system lie deep in a notable historical tradition that dates back for more than a century. Its values and principles have been long cherished by established post-secondary institutions. It has become clear, however, that a single mode of education can be neither appropriate to nor accepted by society as a whole. At different levels, people have different expectations and make different demands. This is particularly true in a cultural environment that is as heterogeneous and as fast-changing as Ontario's is today.

The narrow view of post-secondary education is that it must be formal and structured. Traditionally, it must take place in recognized

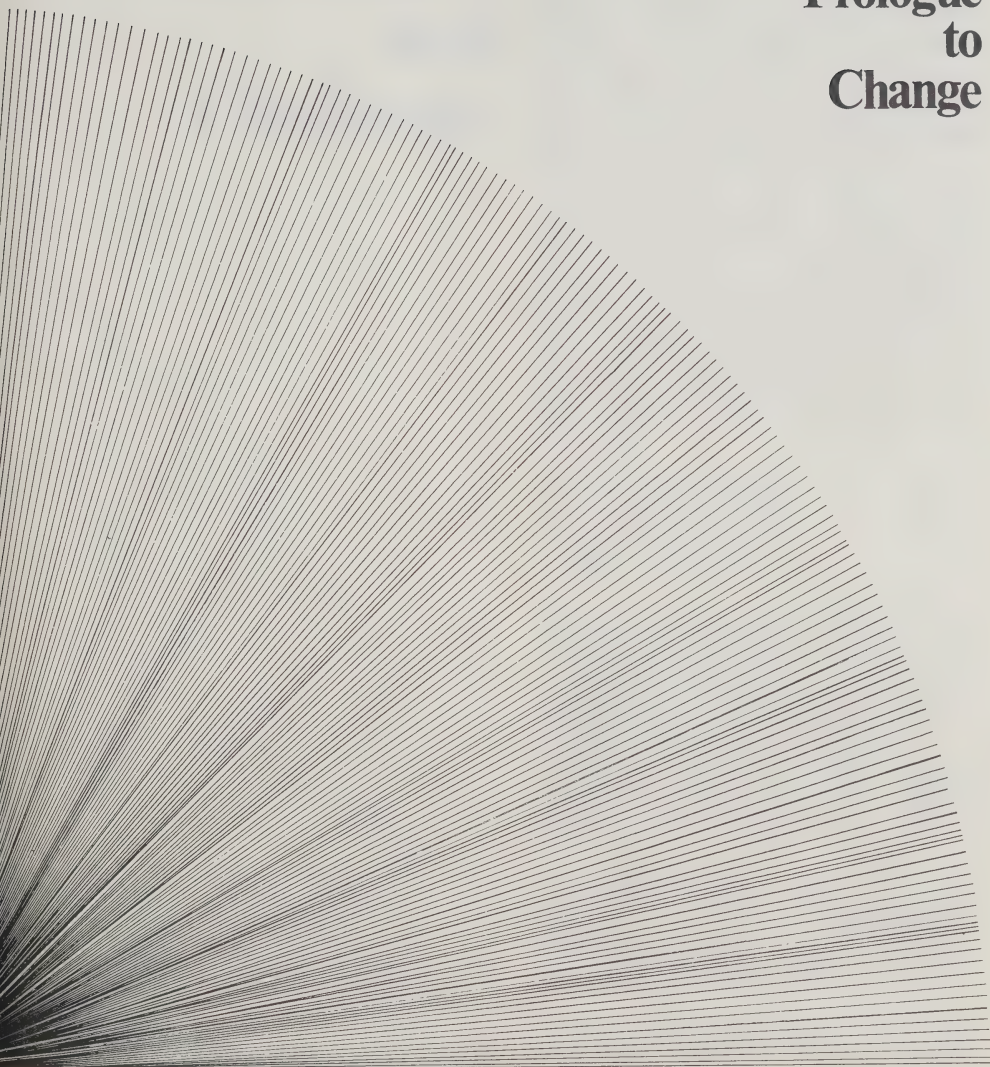
institutions of higher learning. But many today reject this concept as insufficient. They are demanding that education of high quality be made available to all individuals who can benefit from it as and when they want it. Through education — education as a continuous, life-long process — individuals can participate more fully in our society and at the same time make it a richer and more satisfying environment in which to live.

The members of this Commission have made an earnest attempt to understand the needs and desires of the people of Ontario. A massive effort was put forth to obtain the views of individuals from every level of society in all parts of the province. Long hearings were held, many briefs were received and studied, and a wide range of research studies was carried out to identify the educational requirements that exist in our society today.

In submitting this Report, we wish to emphasize its concern for flexibility in the post-secondary system. Our recommendations provide a very broad framework for future policy-making at both government and institutional levels. Our intention is that policy should be adjusted to changing needs as these become evident in various sectors of our society. The post-secondary system must be sensitive and responsive to these fluctuating demands if it is to fulfil its obligation to the people of Ontario.

Part One

Prologue to Change



Chapter 1

Inheritance and Challenge

During the past two decades, post-secondary education in Ontario has experienced a sweeping transformation. Prior to and immediately after World War II, education beyond high school occupied a modest and respected corner of Ontario's social landscape. It was concentrated mainly in a handful of provincially supported universities, legatees of a proud and substantial, if somewhat narrow, Canadian tradition of scholarship, teaching, and community service.¹ It directly affected only a small segment of the population and cost relatively little public money. The contrast today could scarcely be more striking. The present system of post-secondary education is massive, complex, and diverse. It involves a sizable proportion of Ontario's youth studying in a broad spectrum of institutions with a myriad of functions. It plays a commanding role in society and consumes a substantial part of public expenditures. It is hardly surprising that an activity which earlier attracted slight public attention has, in the last decade and a half, become the object of great public interest, legitimate public scrutiny, and anxious public commentary.

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sweeping transformation . . .*

These remarkable changes in the scope and character of post-secondary education have been shaped by powerful, and often elusive, demographic, economic, and cultural forces, as well as by political pressures. In the 1950s and 1960s, these pressures created a demand for expanded, more diverse, and improved educational services and research. There also emerged in government and society a remarkable readiness to provide the human and material means to meet this demand.

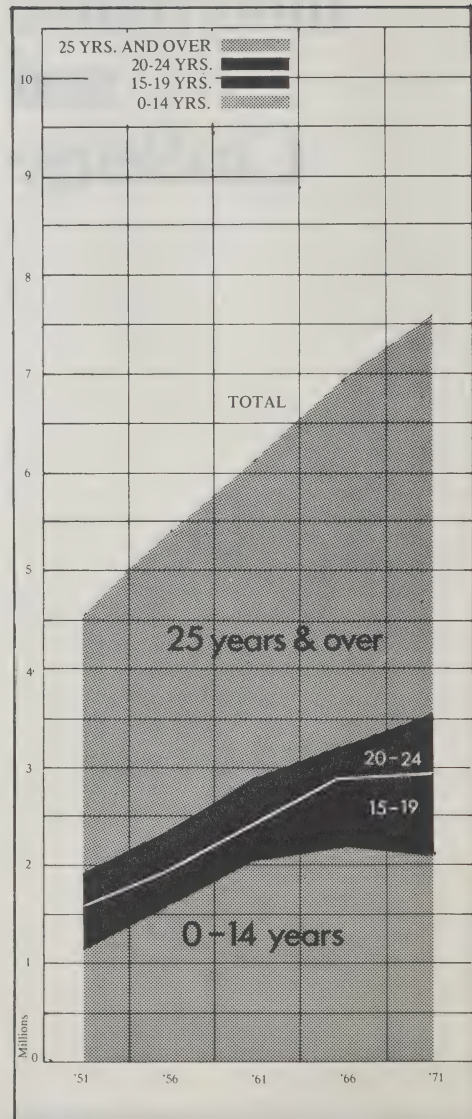
The purely demographic roots of educational growth are the easiest to uncover and weigh. Following World War II, an extraordinary upsurge in birth rates throughout the Western world and heavy immigration both from other

¹ See W. G. Fleming, *Ontario's Educative Society*, 7 vols. (Toronto: University of Toronto Press, 1972), vol. 4, ch. 3.

provinces and from abroad combined to increase Ontario's population more quickly than that of almost any other industrialized society in the world. For example, between 1951 and 1971, the population of 18-year-olds almost doubled.² As this population balloon slowly worked its way up through the age categories, it stimulated a great expansion of elementary and secondary education in the late 1950s and early and mid-1960s, and subsequently became an important factor in the spurt of enrolments in institutions of post-secondary education. This gross increase in population alone perhaps could account for a doubling of people in educational institutions beyond the high-school level; but it could not explain the startling six-fold increase in student enrolment that occurred during this period. Puzzling questions thus remain. Why did an increasing proportion of the population — especially the young — choose, unlike their predecessors, to continue their education after grade 11, grade 12, or grade 13 and then for a further three or four years? What were the new or changing pressures, tastes, and preferences that quickened the institutionalization of learning and impelled a larger part of the community to put more of their means and time into formal and continuous education? Equally crucial, why did governments decide that universal access to post-secondary education was a highly desirable goal and a legitimate public expenditure?

Of the many forces that combined to fashion the mental and moral climate of the post-war period, modernization — in its kaleidoscopic dimensions including industrialization and urbanization — can be isolated as the strategic force behind the frantic growth in post-secondary education. Modernization meant a rapid acceleration in the pace of basic changes in the structure and capacity of the provincial and national economies that had been going on since the late nineteenth century. It signified changing a largely rural people, whose existence had revolved primarily around the diverse, edible, and saleable gifts of land and water, to the ways of the city, enclosing their lives in a man-made ambience and technology. Higher technology, a world of administrative complexity and electric communication, required new knowledge, as well

Figure 1-1
Population in Ontario
In Total and by Age Group



Source: Table 8-1
Table 8-2

² See Figure 1-1.

as a better-trained labour force and a better-informed citizenry.

modernization can be isolated as the strategic force behind the frantic growth in post-secondary education . . .

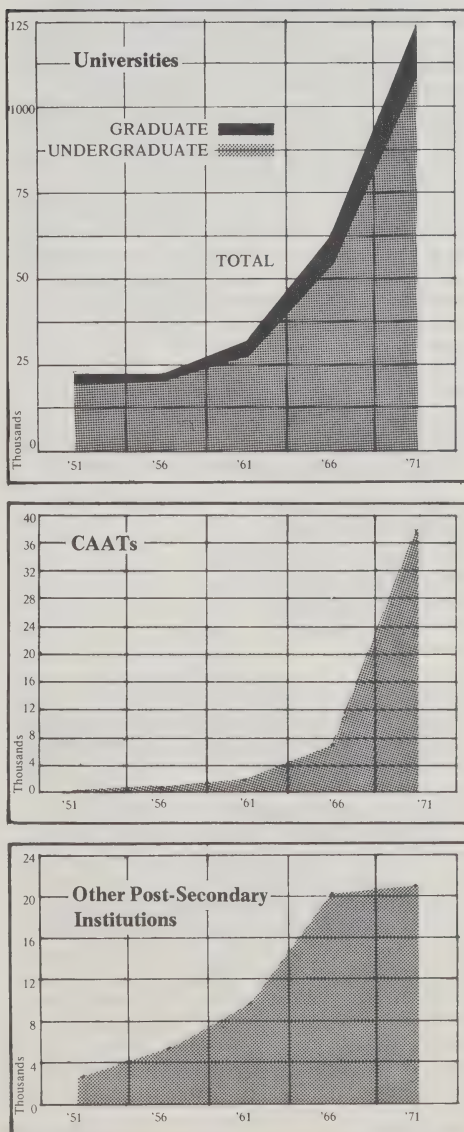
All this raised demands for more formal general and professional education, and new and better vocational or practical training within the public education system. With the continuing shift in employment opportunities from agriculture to manufacturing, and then to service jobs, stiffer (and often unrealistic) formal education requirements became a condition of access to both the new and some of the old job opportunities.³ At the same time, an expanding economy raised levels of personal income and made it possible for families to afford the direct costs of educating their young and to forego the income that their children might otherwise have earned. In short, the logic of viewing prolonged schooling as a prudent personal investment in a future job or career, within a rapidly growing and industrializing provincial economy, provided youth, parents, and an increasing number of other adults with plausible practical reasons for wanting more formal education.⁴

Similar assumptions led the federal and provincial governments to conclude that universal access to post-secondary education was both a legitimate investment and an important political goal. In the 1950s and 1960s, the leading premise of public educational policy was relatively simple, at least in its outlines: higher unemployment levels and Canada's lag behind the United States in its per capita gross national product were largely due to a lag in education, especially at the post-secondary level. The technological

³ See Applied Research Associates, *Certification and Post-Secondary Education*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972), ch. 2.

⁴ There are many published studies about the private returns to investment in education; for a brief general discussion of this subject, see Systems Research Group, Inc., *Some Economics of Post-Secondary Education — A Critical Review*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972), pp.1-54.

Figure 1-2
Enrolment in Educational Institutions in Ontario



Source: Table 8-3

competition of the cold war symbolized by Sputnik gave this view added impetus. Those advocating a breakthrough in post-secondary education usually presented more traditional arguments as well. Broader access to education and mission-oriented research were advocated as an effective means to social progress. Higher education was praised as an ascending ladder of social and economic mobility; it was defended both as an avenue of personal self-fulfilment and as a way of enlarging society's knowledge of itself and of nature; it was a badge of responsible citizenship in a liberal society; and finally, it was described as an enlarged base for the articulation and strengthening of Canada's culture. These arguments, though sometimes contradictory, shared the common assumption that post-secondary education was a virtual panacea for personal, social, and economic ills. Combined with Ontario's rise to greater material affluence, they opened the difficult way from debate, through policy and planning, to today's large and variegated system of post-secondary education.

arguments in favour of universal access shared the common assumption that post-secondary education was a virtual panacea for personal, social, and economic ills . . .

Until the early 1950s, for a young person sufficiently ambitious and advantaged to consider continuing his education after high school, the problem of choice was not particularly intimidating. The world of post-secondary education was still small then, socially quite homogeneous, tidy, and comprehensible. As late as 1951, after the war-veterans who had briefly bulged enrolments had graduated, only about 27,000 Ontarians, constituting approximately six per cent of the 18-24 age group,⁵ pursued some form of advanced education. They entered undergraduate arts and science or professional programs offered by six universities, or a limited number of traditional vocational programs in nursing schools, teachers' colleges, and agricultural colleges, concentrated almost totally in southern Ontario.

⁵ See Figure 1-2.

Two decades later, the scope and diversity of educational services had changed dramatically. The aspiring student now had to choose from an awesome and bewildering array of institutions and programs available in various regions of the province. In the fall of 1971, the system consisted of 14 publicly supported universities, 1 privately supported university, 8 teachers' colleges, 1 polytechnical institute, 22 colleges of applied arts and technology (CAATs), 4 colleges of agricultural technology, 56 schools of nursing, and a number of professional schools.⁶ For the whole system, the intake of full-time freshmen was about 67,900 and the total full-time enrolment was almost 182,600. While the total enrolment represented 20 per cent of the 18-24 age group, the freshmen intake corresponded to 52 per cent of all 19-year-olds in 1971.

* * * * *

Government has been centrally involved in the growth of post-secondary education during the past two decades. It has lavishly funded the expansion of existing and new institutions, has conceived and built entirely different kinds of institutions,⁷ and has extended massive financial support to individual students. Through such initiatives and support, government has become a strategic factor in ushering in the new world of mass education for an industrial and post-industrial society. Far from merely serving public whim, it has become one of the principal agents of educational change. What this larger role of government in post-secondary education portends can perhaps be best judged in the context of the structure of government policy and government-institution relations as they have evolved since the mid-nineteenth century; for this is the structure within which federal and provincial government policy has developed since 1945, and from which it also has significantly departed.

⁶ See figures 1-3 and 1-4, and tables 1-1 and 1-2.

⁷ Such include the community colleges in Ontario. See Systems Research Group, Inc., *The Ontario Colleges of Applied Arts and Technology, A Study Prepared for the Commission on Post-Secondary Education in Ontario* (Toronto: Queen's Printer, 1972).

far from merely serving public whim, government has become one of the principal agents of educational change . . .

Before World War II, the development of post-secondary education was relatively neglected by both federal and provincial governments. Since responsibility for education at all levels was constitutionally defined as resting with the individual provinces, the federal government was circumspect and conservative. It contributed only small sums for research at universities and funded, on a shared-cost basis, modest educational programs in areas of joint federal-provincial jurisdiction (for example, agricultural and vocational training). The provincial governments, for their part, assumed to varying degrees an attitude of indifference, providing financial support to institutions on an individual and often sporadic basis. Nevertheless, in Ontario, post-secondary institutions became increasingly dependent on the provincial government's financial assistance.

The significance of this dependence on government is underlined by the fact that intellectual life in Ontario has always been closely linked to the public post-secondary institutions. We have not known the glittering salons and magnetic private artistic circles of Europe, the traditional aristocratic patrons of old world capitals, great libraries and laboratories on an American or European scale, or rich private endowments and foundations such as those established by the plutocracy of the United States. We have never had the strong, privately run, and privately funded secular universities, outside the public structure, that have been so important elsewhere. As a later developing colonial region, we conceivably could not have afforded such things; assuredly, we have seldom acquired the habit of creating them.

Moreover, while churches and churchmen have undoubtedly played a significant part in developing intellectual activities in Canada, they have not had an impact, in our religiously diverse community of Ontario, comparable to the cultural contributions of a dominant Catholic Church in Europe, of an Anglican or

Presbyterian Church in Great Britain, or of Puritanism in New England. Even the once private, church-supported colleges have gradually assumed a less significant role in an overwhelmingly state-supported system. Private education in Ontario has thus always been vastly overshadowed by that provided by the publicly supported institutions of higher education, and essentially by the universities of Ontario. For good or ill, they have been almost our sole reliance in the evolution of learning and scholarship in Ontario.

intellectual life in Ontario has always been closely linked to the public post-secondary institutions . . .

The tradition of a provincial governmental role in university affairs goes back at least to the last half of the nineteenth century, when some of the basic and enduring features of Ontario's post-secondary educational system were being formed. The period up to the early years of this century was characterized by debate and political struggle over rival visions of society reflected in conflicting forms of university organization and control. One contest focused largely on the rivalry between a number of denominational colleges and the University of Toronto. The former wanted independence and public aid, arguing for the benefits inherent in diversity and decentralization; the latter talked of the economies of scale to be gained by centralization and of the danger of splitting up public funds for higher education.

Through government involvement, a compromise was reached in the University of Toronto Act of 1887.⁸ This Act adopted the principle of university federation, which enabled religious colleges to federate with the provincial university, preserving a considerable measure of independence in the classical disciplines but sharing in the joint development of newer areas of study. Although this innovative compromise between centralization and decentralization was for the most part viable within the university, it created new problems. It was bought at the price of almost two decades of close government

⁸ 1887 R.S.O., c. 230

supervision and even political interference in the making of academic appointments.

This phase ended in 1906, when a new act was introduced establishing a lay board of governors to control the financial affairs of the University of Toronto and a Senate to handle its academic affairs. During the same period, the government placed the University of Toronto on a permanently sound financial basis by infusing public funds. It also decided, for the first time, to give grants to other colleges, initially for their strictly secular programs and then, if they agreed to sever their church ties, for use at their discretion. In such fashion the other older universities, Queen's and the University of Western Ontario, became non-denominational institutions shortly before World War I, although McMaster and Ottawa did not do so until after World War II.

Many of the basic features of Ontario policy in university affairs that were established by 1914 have endured: post-secondary education continues to operate through a diversity of institutions rather than a single provincial

university; government has recognized the principle that it should avoid involvement in the internal governance of institutions; and the Province has accepted responsibility for the funding of post-secondary education through secular institutions.

After World War I, post-secondary education as a subject of public controversy and government policy moved out of the limelight into the back room, and there it remained for three decades. Between 1917 and 1950, university matters were debated in the Legislature only four times, and on none of these occasions was a vote taken. Contacts between the government and universities came to be handled on a personal basis by the various premiers of the province. As a result of the government's general indifference towards higher education and also because of the stringent financial conditions that existed through most of this period, few initiatives were taken to found new institutions, expand facilities, or broaden access. Even so, between 1920 and 1945, the universities finished taking over the major responsibility for education in the professions and total university enrolments doubled.

Figure 1-3

Location of Post-Secondary Institutions in Ontario

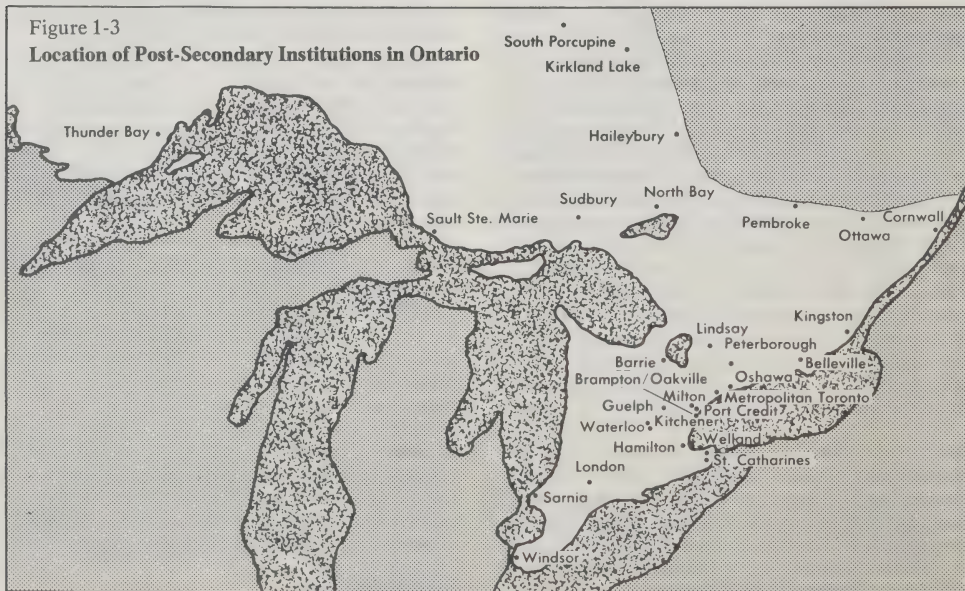


Table 1-1 Location of Post-Secondary Institutions in Ontario

<u>CITIES</u>	<u>UNIVERSITIES</u>	<u>COLLEGES OF APPLIED ARTS AND TECHNOLOGY</u>	<u>OTHER POST- SECONDARY INSTITUTIONS</u>
Barrie		Georgian College	
Belleville		Loyalist College	
Brampton/Oakville		Sheridan College	
Cornwall		St. Lawrence College	
Guelph	University of Guelph		
Haileybury		Northern College	
Hamilton	McMaster University	Mohawk College	
Kingston	Queen's University Royal Military College of Canada	St. Lawrence College	
Kirkland Lake		Northern College	
Kitchener		Conestoga College	
Lindsay		Sir Sandford Fleming College	
London	The University of Western Ontario	Fanshawe College	
Metropolitan Toronto	University of Toronto Erindale College Scarborough College York University Glendon College	George Brown College Humber College Centennial College Seneca College	Ontario College of Art Ryerson Polytechnical Institute
North Bay	Nipissing College (Laurentian)	Canadore College	
Oshawa		Durham College	
Ottawa	Carleton University University of Ottawa	Algonquin College	
Pembroke		Algonquin College	
Peterborough	Trent University	Sir Sandford Fleming College	
Port Credit/Milton		Sheridan College	
Sarnia		Lambton College	
Sault Ste. Marie	Algoma College (Laurentian University)	Sault College	
South Porcupine		Northern College	
Sudbury	Laurentian University	Cambrian College	
Thunder Bay	Lakehead University	Confederation College	
Waterloo	University of Waterloo Waterloo Lutheran University		
Welland/St. Catharines	Brock University	Niagara College	
Windsor	University of Windsor	St. Clair	

**Source: Horizons (Toronto:
Ontario Department of
University Affairs).**

It appears that during this period the provincial government was content with the idea of university independence as long as it did not result in the unreasonable expenditure of public funds, and as long as the behaviour of institutions and their members did not become the cause of public controversy or embarrassment to the government. By adopting a policy of non-involvement, the government provided a protective environment in which "the concept of university autonomy became more firmly established and, to a considerable extent, set the pattern that prevails today."⁹

* * * * *

After 1945, rising demands upon systems of post-secondary education drew both the federal and the provincial governments out of their position of aloofness, and post-secondary institutions became faced with new and complex governmental relationships that stemmed almost entirely from trends of the 1950s and 1960s. The

most important was the frantic and lavish expansion of post-secondary education, partly spurred and almost totally funded by the federal and provincial governments. By 1957, the almost universally shared assumptions of political leaders, media commentators, and spokesmen for institutions of the social value of increased access to post-secondary education prompted the provincial government to announce: "Our objective is to insure that no student who has the capacity will be deprived of the opportunity of attending university and developing his talents to the fullest possible extent."¹⁰ Six years later, Premier John Robarts committed his government to completing the achievement of the same ambitious goal:

We must provide whatever opportunities are necessary as a government so that each individual may be assured an opportunity through education to develop his potentialities to the fullest degree and to employ his talents that God

⁹ E. E. Stewart, *The Role of the Provincial Government in the Development of the Universities of Ontario 1791-1964*, Unpublished Doctoral Thesis, University of Toronto, 1970.

¹⁰ J. N. Allen, *Legislature of Ontario Debates*, February 25, 1959, p. 611.

Figure 1-4

Location of Selected Art Galleries, Museums and Libraries in Ontario

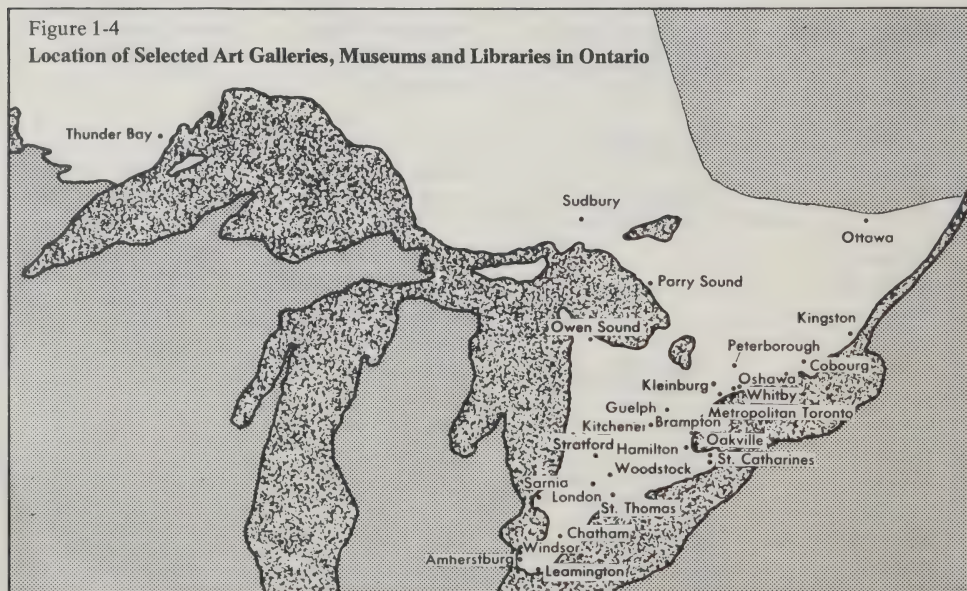


Table 1-2 **Location of Selected Art Galleries, Museums and Libraries in Ontario**

<u>CITIES</u>	<u>NUMBER OF ART GALLERIES</u>	<u>NUMBER OF MUSEUMS</u>	<u>NUMBER OF PUBLIC LIBRARIES</u>
Amherstburg	1	1	
Brampton	1	1	1
Brantford	1	2	3
Chatham	1	1	1
Coburg	1		2
Guelph	1	2	1
Hamilton	2	3	2
Kingston	1	8	1
Kitchener	1	2	1
Kleinburg	1		1
Leamington	1		1
London	2	5	1
Oakville	1	2	1
Oshawa	1	4	1
Ottawa	2	8	3
Owen Sound	1	1	1
Parry Sound	1		2
Sarnia	1		1
St. Catharines	1	2	1
St. Thomas	1	1	1
Stratford	1	2	1
Sudbury	1	1	1
Thunder Bay	2	2	1
Metropolitan Toronto	9	18	69
Whitby	1		1
Windsor	1	1	1
Woodstock	1	1	1

Source: Ontario Association of Art Galleries, A Brief Presented to the Commission on Post-Secondary Education in Ontario, June 15, 1972, which lists only members of the Association.

Source: Ontario's Historic Sites, Museums and Plaques, compiled by the Department of Public Records and Archives for the Department of Tourism and Information, which lists over 170 museums in Ontario.

Source: Records provided by the Ministry of Colleges and Universities, which list over 340 public libraries in Ontario.

has given him to the greatest advantage. We plan to accomplish this through free choice, not through coercion and regimentation of our fellow citizens.

a provincial promise of universal access raised a further query: access for whom and to what? . . .

A provincial promise for universal access to post-secondary education for those willing and able to benefit raised a further serious query: access for whom and to what? Were the traditional programs of undergraduate university education alone adequate to meet the needs of a society speeding towards an ambivalent modernity? The question was complicated by the immensity and regional diversity of the province. Demographically and economically, the province is made up of two distinct regions. Southern Ontario remains the centre of agriculture, manufacturing, commercial activity, and ancillary services, and here most of the people of the province live, mainly in urban centres. In contrast, northern Ontario, which comprises more than 80 per cent of the province's area, consists of various frontier zones at different stages of economic development and contains only about 11 per cent of the population.¹² It has to contend with vast distances, a sparse and ethnically diverse population, and an often harsh climate. Its economy remains dependent mainly upon the direct exploitation of natural resources — mining, lumbering, and pulp and paper. The remote and scattered nature of its producing units and its often impermanent communities have presented a continuing challenge with respect to the provision of public services of all kinds, including post-secondary education.

The provincial government responded to these various challenges in a largely piecemeal fashion. As social change and new cultural tastes came to demand new knowledge that could be created only in expensive programs at advanced levels,

government accelerated the expansion of graduate education in almost all disciplines. As new social strata responded to the lure of post-secondary education, and as industry and technology began generating needs for a higher level of trained competence, government multiplied the number of student places in existing universities, granted charters for new universities — two of them in northern Ontario — and founded twenty colleges of applied arts and technology (CAATs), some of which evolved from existing institutes of technology.¹³ The rationale for establishing these important latter institutions was stated clearly by the Grade 13 Study Committee in 1964:

We must create a new kind of institution that will provide, in the interests of students for whom a university course is unsuitable, a type of training which universities are not designed to offer. Fortunately, a beginning has been made in the establishment of the institutes of technology and vocational centres, but as yet these are too few in number and their offerings are too narrow in range to satisfy what is required both by the nature of our developing economy and the talents of our young people. The Committee is therefore recommending the establishment of community colleges to provide these new and alternative programmes.¹⁴

When the new institutions emerged after 1966, they were not community colleges of the American type — “screens” or “revolving doors” to universities — but genuine alternatives with functions different from those of the universities, open to a wide clientele and closely tied to their communities. Through these further educational initiatives and the commitment of additional large public funds, the provincial government's already lively involvement in post-secondary education was deepened.

¹¹ John P. Robarts, *Legislature of Ontario Debates*, February 23, 1965, p. 725.

¹² See Figure 1-5.

¹³ See Systems Research Group, *The Ontario Colleges of Applied Arts and Technology*.

¹⁴ *Report of the Grade 13 Study Committee*, 1964 submitted to The Hon. Wm. G. Davis, Minister of Education, June 26, 1964.

Another significant change to transform the context in which relations between government and post-secondary institutions were to develop was the involvement of the federal government in post-secondary education, for the first time on a massive scale. This change was triggered by World War II, which broadened the government's view of its national responsibilities and raised its confidence about its ability to discharge them. This new presence was to affect dramatically the development of post-secondary education; indeed, in an altered form, it remains a powerful force to this day.

Since 1945, a number of issues of national scope have stimulated federal initiatives in post-secondary education. The first event was the return of the war veterans to Canada. As one of its major programs of rehabilitation, the federal government undertook, on generous terms, to finance their university education. It established entirely new, though temporary, universities in government facilities and gave direct aid to students and operating grants to universities. As a result of this program, university enrolments quickly doubled, then trebled; and in the course of absorbing this new wave of students, the post-

secondary institutions were forced to abandon routine practices and cramped ideas.

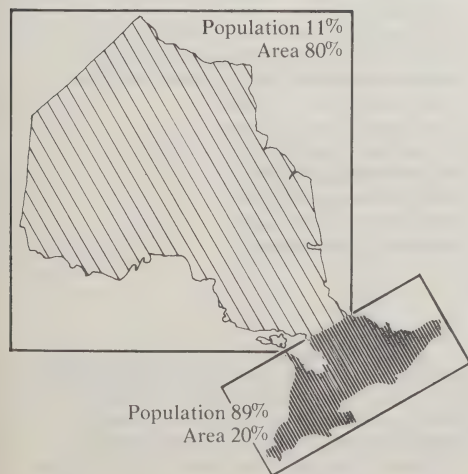
after 1945, the federal government, for the first time on a massive scale, became involved in post-secondary education . . .

When the veterans graduated, the universities pleaded with the federal government not to abandon them to their former frugal existence. Coincidentally, there was rising pressure on government to assume national cultural and nation-building responsibilities through education. In 1951, the Massey Commission stated that "... if financial stringency prevents these great institutions from being, as they have said, 'nurseries of a truly Canadian civilization and culture', we are convinced that this is a matter of national concern".¹⁵ The provinces had not yet substantially increased their funding of post-secondary education, and the federal government again responded by making direct grants to universities.

In the late 1950s and the 1960s, the federal government was drawn into increasing its support of post-secondary education by its acknowledged obligation to the health of the national economy, specifically to the achievement of stable economic growth and a low level of unemployment. During this period, governments at all levels became captivated by an alluring "investment" view of education.¹⁶ The guiding premise of public educational policy was that the needs of Canada's society demanded that its per capita gross national product approach that of the United States. The widely shared perceptions of the Economic Council of Canada explained the nation's persistent shortfall of 30 per cent in its per capita gross national product partly in terms of a shortfall in the educational level of its work force.¹⁷ The Council reasoned that perhaps

Figure 1-5

Northern and Southern Ontario Area and Population Density



¹⁵ *Report of the Royal Commission on National Development in the Arts, Letters and Sciences, 1949-1951* (Ottawa: Queen's Printer, 1951), p. 143.

¹⁶ See Systems Research Group, *Some Economics of Post-Secondary Education*.

¹⁷ Economic Council of Canada, *The Canadian Economy from the 1960s to the 1970s* (Ottawa: Queen's Printer, 1967), pp. 68-71.

about a third of this productivity lag could be attributed to a lag in education: in proportion to its population, Canada had only about one-half as many holders of university degrees as did the United States. A similar case was argued on the related question of unemployment. In the 1960s, patterns of persistent unemployment were attributed in part to the labour force's lack of adequate skills for utilizing the highly complicated technologies of an urban society. Since the federal government had long participated in vocational training programs, it seemed logical to combat unemployment by substantially expanding that involvement. In Ontario, the federal stimulus, associated with provincial interests and under provincial guidance, led to the unprecedented establishment within one year of the robust system of colleges of applied arts and technology.

governments at all levels became captivated by an alluring "investment" view of education . . .

The massive expansion of post-secondary education in Canada since 1945 has been partly stimulated and to a surprising degree underwritten by federal resources, and the implications for education flowing from this have undergone a major alteration. From 1945 until the mid-1960s, the federal government gave its financial support through per capita payments; the terms of the grants required distribution of the funds to institutions in proportion to the number of students in each. Because the federal government made no distinction whatever among the various kinds of institutions it was prepared to support — public, private, or church-related — institutions of all kinds flourished as never before.

In 1965, however, the federal government made a momentous policy change and decided to halt its previous fiscal scheme of directly funding institutions and students. Instead, it would make a transfer payment directly to the provinces which would constitute a much higher proportion of educational costs. Under the new formula, Ottawa agreed to underwrite, through a series of fiscal arrangements, a full 50 per cent of all

operating costs of post-secondary education incurred by the provinces, without defining any limits. In Ontario, massive federal funding under provincial direction immediately accelerated the building and expansion of post-secondary programs and institutions.

The new formula also, however, signified the withdrawal of the federal government from direct relations with institutions and the transfer to the provinces of full control of funds. This shift in responsibility had important implications for the funded institutions. In Ontario, for example, as the rule limiting grants to secular institutions began to be applied, private and religious establishments, previously given new life by federal grants, became secular one after another. In brief, the dramatic effect of the new fiscal arrangements after 1966 was quickly to "provincialize" post-secondary education across Canada. It led to the emergence of ten quite separate provincial systems. It implied the removal of the federal presence as a direct agent of national educational and cultural goals, and as a counterpoise to exclusive provincial influence. Aid from the federal government had come from a distance and without much control; aid that now came solely from and through the provincial government aroused fears in the institutions that proximity to the controlling authority threatened powerful supervision. Whether or not these fears are justified, the fact remains that in Ontario today the problematic and changing links between government and post-secondary institutions are being forged mainly within the jurisdiction of the Province.

the dramatic effect of the new fiscal arrangements after 1966 was quickly to provincialize post-secondary education across Canada . . .

* * * * *

One large area of post-secondary education in Ontario — sharing pride of place with teaching and learning in many institutions — in which a direct and sustained, though problematical, federal presence continues is research and scholarship. As one of the oldest areas of federal

involvement, it began on a small scale before World War I with federal support of university research in fields such as agriculture and mining. Since 1916, federal funds for research in engineering and the physical sciences have been made available to the universities through the National Research Council. In addition, federal departments and agencies have sponsored research projects on many subjects at Canadian universities.¹⁸

Such support was quite modest before 1939 and involved relatively few researchers. During World War II, war-related research served as a stimulus to new support; but the turning point in the development of research capacity for governments and institutions was not reached until at least a decade later. In the late 1950s, the insatiable appetite for new knowledge in an increasingly technological society impinged upon post-secondary education at the very time when the enrolment boom was changing it almost beyond recognition. The response of government to this challenge — first at the federal and then to a lesser degree, at the provincial level — was to plunge into support of research at the universities as a way of training researchers and generating the needed knowledge. Federal support alone for

¹⁸ Some information about federal support for research in Ontario is contained in Anthony H. Smith, *The Production of Scientific Knowledge in Ontario Universities: An Overview of Problems*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972), pp. 10-18.

research and scholarship increased almost seven-fold between 1958-1959 and 1967-1968.¹⁹

There is no denying the percolating influence which rising levels of support have had on the magnitude and diversity of knowledge-producing activities across Canada. But there have also been problems, and the federal role in research, in

¹⁹ See Table 1-3 and Figure 1-6.

Figure 1-6
Assisted Research Funds at Ontario Universities
by Principal Source of Funds, 1961-67

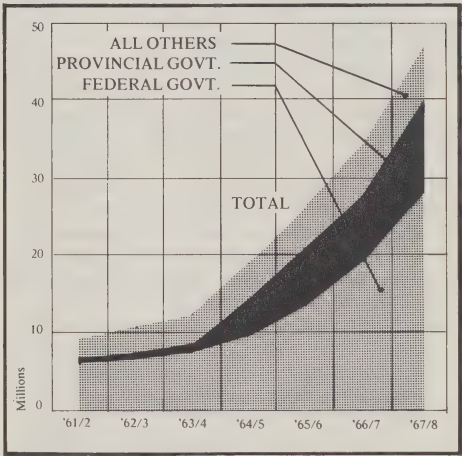


Table 1-3
Assisted Research Funds at Ontario Universities by Principal Source of Funds, 1961-67

	1961-62	1962-63	1963-64	1964-65	1965-66	1966-67	1967-68
Source of Funds							
Millions of Dollars ¹							
Federal Government	5.9	6.7	7.7	9.9	13.5	19.2	27.5
Provincial Government	.3	.3	.4	4.8	7.1	8.5	10.7
Corporations	.3	.4	.7	.6	.9	1.2	1.1
Foundations	1.8	1.8	2.0	2.4	2.8	3.3	4.0
Other Sources ²	1.1	1.7	1.9	2.0	1.9	2.0	1.9
Total	9.4	10.9	12.6	19.6	26.2	34.2	45.2

1 As thousands have been rounded to the nearest one hundred thousand dollars, some columns do not total precisely.

2 Includes funds from religious organizations, alumni, other gifts, endowments, and "other income".

Source: Table 10 — "Sources of Assisted Research Funds, classified by Region, . . ." in Canada, Dominion Bureau of Statistics, Education Division, Finance Section, *Canadian Universities, Income and Expenditure, 1964-65, and 1967-68*, Catalogue No. 81-212 (Ottawa: Queen's Printer, 1967; and Information Canada, 1971), pp. 42-43, and 50-51, respectively.

particular, has been critically reviewed in recent years. In 1968, the *Report of the Task Force on Foreign Ownership* decried the meagre sums spent on research and development in Canada as compared with other Western industrialized nations.²⁰ Equally grave has been the criticism of lack of balance in the distribution of support for the physical sciences and engineering on one side, and the humanities and social sciences on the other.

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The imbalance is truly striking and can hardly be defended. The substantial edge in status enjoyed by the technological and the natural sciences has been accentuated in Canada by jurisdictional ambiguities and by lack of planning and coordination between the federal and provincial levels of government. The pattern as it has evolved is for the federal government to assume clear, although not sole, responsibility for research in the physical sciences and technology. It has done so by organizing its own research and by funding research at the universities, largely through the National Science Council and the National Medical Council. There has been some broad planning in the area, and the available funds have generally been distributed fairly.

But in its support of scholarship in the humanities and social sciences, the federal government has always been more chary. Part of the reason is the more sensitive political and cultural nature of studies in the disciplines dealing with social and cultural values. As these matters are often regarded (particularly in Quebec) as falling within the provinces' sphere, substantial federal support might be considered an unwarranted intrusion. This question of responsibility has never been resolved satisfactorily; and as a result, federal funds have

been late in coming and have remained relatively modest. Systematic federal support of individual research did not begin until the founding of the Canada Council in 1957, and even today it amounts to only about one-sixth of the federal monies available in engineering and the natural sciences.

*there is much research
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During the past half-decade, the late entry of the provincial government into support of research has raised a further acute problem. There is much research activity in Ontario's universities, initiated variously by the institutions themselves, as well as by individual scholars, foundations, and two levels of government; but it is largely unplanned and uncoordinated. Consequently, no mechanism exists to ensure that the research needs of our society — pure as well as applied, normative as well as empirical — are being met. The situation is confusing and unsatisfactory to government and to the public, as well as to institutions and individual researchers. One conclusion seems obvious: the review of planning and funding of research, nationally and provincially, should be continued.

* * * * *

Judging by externals alone, the present system of post-secondary education bears little resemblance to that of the recent past. Random impressions of eye and of ear gained on travels through the province and the way we define the structure and workings of our system deny much continuity with what has gone before. We speak of new knowledge and new technologies being institutionalized in updated or new systems of learning and research; of mass student bodies relating fitfully to new staffs and hard-pressed administrators; of fundamentally new and certainly rough interfaces among society, governments, and institutions, emerging from the imperious demands of a new finance or of new forms of living, working, learning, and leisure.

²⁰ *Foreign Ownership and the Structure of Canadian Industry, Report of the Task Force on the Structure of Canadian Industry*, prepared for the Privy Council Office (Ottawa: Queen's Printer, 1968), pp. 93-95.

We are conscious, too, that the process of change here — the breaking in of the novel, the massive, and the innovative — is part of a broadening pattern affecting most societies of the industrialized world.

But speak to many who have lived through this flood of change as teachers or administrators, and they will deny experiencing a sharp rupture with their past. Ask graduate students coming from British Columbia or Newfoundland, or newly appointed staff members from other provinces or from London or Wisconsin of their impressions, and many will grope for words to describe the mere nuances of classroom tone, student politics, intellectual discourse, or relations between staff and students that distinguish institutional life here from what they have known elsewhere. Whether spoken in praise or in blame, such judgements are not surprising, for much on the surface of post-secondary education that seems so new rests quite securely on the learning and scholarly traditions of Ontario's past. Their influence may be less tangible and concrete than that of the more easily measured political and economic forces, but it is no less real. Its effects are clearly embodied in all sectors of the present system.

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* * * * *

Sometimes one needs to be reminded of the obvious: that learning and education are fundamentally concerned with the endeavours and attainments of the mind. This is true whether it is a matter of primary reading skills or specialized job training, of music, mathematics, or medieval literature. Other factors also enter in, from social background and experience to individual motivation, emotional balance, or even physical coordination. Yet the working of the intellect remains basic to the learning process and grows all the more important at higher, more complex levels of learning.

In efforts to make post-secondary education more accessible and diversified, to reduce social distances, and to enhance individual opportunity, we must never forget that the underlying prerequisites are always quality in teaching and learning, and excellence in research and scholarship. But at the same time, we must reject the debasing of these terms. We must insist that they not be used to denote an attitude of social unconcern or as screens of personal or institutional privilege, as pertaining almost exclusively to faculty; for these terms also suggest muscular standards, for teacher and researcher as well as for student. To excel is to be better than everyone else. A centre of excellence is thus an organization or grouping of individuals which is better than similar groupings within its functional domain, whether this be architectural design, computer technology, English history, mathematics, or urban studies.

Measured by this demanding standard, the intellectual tradition we have known in Canada and in Ontario is by no means an inconsiderable achievement, although admittedly it is a somewhat limited one. Well over a century old, it has produced scholars, scientists, and literary and artistic figures of international repute. It has produced important research, ideas, and practices in diverse fields from medicine and physics to philosophy, communications, economics, and history. It has produced, too, a generally high level, by world standards, of disseminated knowledge in the community at large. Certainly, those educated in our intellectual tradition have been able to compete effectively in other advanced communities and to share in a distinctly high-ranking "peership" across Canada and North America, and throughout the world.

This is not to give wholly unstinted praise to the universities and colleges of Ontario for keeping the intellectual fires burning, for at times they have let them flicker rather badly by repeating routine ideas and resisting new departures. Nevertheless, the essential point remains that institutions of post-secondary education in this province have played a leading role in shaping, enlarging, and transmitting a tradition which today serves as a solid foundation for our intellectual endeavours.

quality in teaching and learning and excellence in research and scholarship suggest muscular standards, for teacher and researcher as well as for student . . .

It is fortunate, too, that undergraduate teaching and learning continue to share pride of place with research and graduate programs. Until fairly recently, Ontario's post-secondary institutions were not heavily burdened by activities that competed with teaching; the programs were small enough to be accommodated with the primary undergraduate function. By the time graduate studies and large-scale research programs had expanded to assume a more dominant position, an articulate student movement had begun to demand fair consideration of undergraduate needs.

In an age of mass education, the student movement, together with the desires of many staff members, helped to bolster and preserve for students and faculty a tradition of quality in learning and teaching that dated back to the time when university attendance was a small activity reserved for the few. In the past, Ontario's main claim to academic distinction was the work being done in some of its professional schools and in the honours programs of its universities. In both, instruction tended to take place in small, decentralized social and learning units with a relatively high ratio of staff to students. Small classes permitted relations of intimacy to flourish within a select body of undergraduates and between them and their instructors. The learning process in such micro-environments could be routine and oppressive, or exciting and liberating; in either case, it was personal and intimate and could be adapted to new situations. The student movement and some faculty sought to establish such favourable learning conditions, arguing that the broader student body was entitled to the very same advantages as those available to honours students. When access to colleges and universities in the 1950s and 1960s broadened, public monies were appropriated to maintain, and even improve, high staff-student ratios, and small group teaching with its attendant pedagogical values survived as a framework to be adapted to the changing needs

of the times. While depersonalization remains as a serious threat in post-secondary education, the strength of Ontario's intellectual tradition and the resolve of many teachers and students encourage the hope that such harmful trends can be arrested and turned back.

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* * * * *

Preservation of high intellectual standards is one main goal of post-secondary education. But equally important is the related attempt to reconcile two apparently contradictory objectives that have been critically important throughout its evolution. One is associated with the idea of social responsibility: that a vital social institution should serve the needs of society so that it does not constitute the preserve of a privileged few and so that it makes effective use of the public funds supporting it. At its best, this goal stands for democratization and broad service to the people, in a society which espouses democratic values. At its worst, it can mean the rigid and mechanistic workings of bureaucracy, the watering down of educational goals, and restraint on basic intellectual inquiry — whether as unprofitable, subversive, or simply irrelevant to immediate social concerns.

The other objective is associated with the idea of institutional self-governance: that institutions should be as free of outside direction as possible to guide their own affairs, control their own standards, and make their own innovations, in order to ensure the widest-ranging inquiry and criticism, the highest intellectual quality, and the readiest pursuit of new knowledge. This idea has emphasized decentralization, diversity, and self-regulation. At its best, it has stood for the freedom of knowledge — on which other freedoms ultimately rest — the power to criticize and to dissent from the accepted norms of society, and the right to decide issues solely in

terms of their intellectual validity. At its worst, it can stand for irresponsible monopoly or the power of an intellectual elite to perpetuate its own privileges at the expense of other individuals or of the public at large.

The dynamic interplay between self-governance as perceived by institutions and social responsibility as perceived by government and the public runs through the whole development of Ontario's post-secondary education system. The strains between them are probably more intense today than ever before and have led to frayed relations. The view of government on the responsibilities of universities was set out plainly in a statement made in 1966 by William Davis, then Minister of University Affairs:

The degree of autonomy enjoyed by the provincially assisted universities of Ontario is equivalent to, if not greater than, that known by publicly supported universities anywhere . . . There is, moreover, much evidence to indicate that provided the universities can meet the responsibilities of our times we should undoubtedly be better off if they were allowed to continue to operate with such autonomy. On the other hand, if they cannot or will not accept those responsibilities, and if, for example, large numbers of able students must be turned away because the university is not prepared to accept them, or if, as another example, some of the less glamorous disciplines are ignored, despite pressing demands for graduates in those areas, or if costly duplication of effort is evident, I cannot imagine that any society, especially one bearing large expense for higher education, will want to stand idly by. For there will inevitably be a demand — there have been indications of this in other jurisdictions — that government move in and take over.²¹

As institutions worry over the latter possibility, there is perhaps some hope in the fact that, in the past, tensions have led to new accommodations. Compromises have been effected over the years, giving shape to the distinctive character of

Ontario's post-secondary institutions. The system is almost wholly public and publicly funded. It is already shaped to serve a variety of social needs in specialized kinds of education; it is already under government supervision through the ultimate control of the purse; and it is already widely open to public criticism for failing to meet this or that public end of job-training or provision of services, whether through research or some other means. Yet it also still reflects urgent desires for a large measure of independence in the intellectual and pedagogical life of its institutions. The answer to this dilemma must be a new working out of compromise to meet the needs of the future.

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Whether such a compromise can be worked out and made to endure will depend in large measure on our success in confronting two issues. The first is the need to devise bold and discriminating accommodations between government and institutions that recognize the public interest yet avoid political meddling and bureaucratic controls. The second is the equally pressing need for the system, in its formal institutions and in alternatives beyond the existing patterns, to remain sensitive and responsive to changing social values and wants of a more self-consciously Canadian student body. This is not to suggest that the institutions of post-secondary education should respond faddishly to each faint whisper of change in society or in intellectual life. Nor is it to ask individual colleges or universities to become all things to all people, to assume responsibility for a spectrum of legitimate social and other tasks that would hobble them in discharging their first duties.

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It is useful to recall that in the 1960s there was the danger that too many demands would be

²¹ William G. Davis, *The Government of Ontario and the Universities of the Province* (The Frank Gerstein Lectures, York University, 1966).

made of the universities. The adaptable system of colleges of applied arts and technology was conceived partly as an alternative that would free universities to do what they could do best. It was acknowledged that the universities alone could not meet the learning needs of an increasingly technological society; and that, should they try to do so, their liberal arts, professional, and graduate teaching programs and their scholarly pursuits would suffer. In the coming years, Ontario must resist a similar temptation to overload the CAATs with programs and duties that would seriously impair the quality of their work. Naturally, as we seek to define the new learning and research needs of our society, there must be a continuing search for novel and productive options within the colleges and universities and encouragement of differentiation among them. At the same time, we must free our imaginations to devise new alternatives for learning and research outside the existing patterns.

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* * * * *

As we do both, we will have to be attuned, as never before, to vital changes in the composition, interests, and styles of living, working, and leisure of students. What some of these subtle or more arresting changes are, we already know; others we can confidently predict; still others we can only presume. We are not entirely sure, for example, what will be the impact on post-secondary education of the students who are just beginning to emerge from the primary and secondary schools that are themselves caught up in a process of constant change. The symptom and the stimulus of this change has been *Living and Learning*, the widely influential Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario, published in 1968.²² It argued for two

basic principles as the foundation of education in Ontario's schools: first, that each individual should have the right of equal access to the learning experience best suited to his needs; and second, that every school authority should assume the responsibility of providing a "child-centred" continuum that would invite individual discovery and inquiry.

*what will be the impact on
post-secondary education of
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change? . . .*

There are clear indications that some educators in both elementary and secondary schools are following the general direction suggested by these guidelines. In the primary schools, increased stress on the individual child and on individual learning has modified the heavy emphasis formerly placed on promotion by grade and on the use of universal standard measurements of achievement. Students are encouraged to develop concepts and trains of thought on their own, and to test their assumptions and values through "real experiences". Through audio-visual aids and other media, they can participate in alternative modes of self-expression and communication.

In the secondary schools, a similar philosophy is establishing new patterns. The old hierarchy of diplomas and promotion by grade is being discarded in favour of advancement by subject and through a credit system. Each school and its staff enjoy considerable autonomy in designing a broad array of elective courses suited to their capabilities and the needs of their students. Increased diversity in courses allows students more freedom to enlarge and test their individual potential; and within the programs of study, a variety of approaches is open to student and teacher, including inquiry and research by the student, individual and independent study, group instruction, team teaching, small group interaction, and the use of media centres and a wide range of audio-visual aids. Along with the individualization and liberalization of programs of study have come new opportunities for student

²² *Living and Learning, The Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario*, Toronto, 1968.

decision-making and for the development of less polarized relationships between student and teacher. Finally, the gradual downgrading of central, autocratic methods of administration has created new possibilities, still largely unrealized, for communities to join in shaping the character of their schools.

While the full implications of these changes for post-secondary education are not yet clear, we should guard against a response based on ignorance and alarm or over-eager expectations. We should accept them as a welcome stimulus rather than as a shock or a panacea. At the very least, we can identify two distinct needs that will follow from them. First, institutions should keep attuned to changes in the experiences and sensibilities of their future, more varied “clientele” through much closer liaison with the schools. Too often, curriculum planning in our colleges and universities proceeds in almost total ignorance of developments in other educational institutions.

traditional schooling – formal learning through a set period of childhood and early adult years – can no longer see most of us confidently through the rest of our lives . . .

Second, these freer school environments suggest the emergence of students ready for enlistment as allies in the struggle against stifling bureaucratic practices and organization. In recent years, the sharp increase in access to post-secondary education and in the scale of public financial support has raised legitimate public concern with matters of efficiency and economy in operations; and it has been tempting to translate this concern into the adoption of uniform and standardized regulations, globally applied, as a way of making the system work. But the high price of slavishly adopting the bureaucratic model is the feeling of depersonalization it can engender in both students and teachers. At a time when the schools are courageously trying to shed their bureaucratic ways, we must, for the sake of their graduates, reject the bureaucratic model in post-secondary institutions as well.

Another major challenge to be faced by post-secondary education is the revolutionary concept of continuing education. The idea is not totally new, of course. Opportunities for adult education have existed for a considerable time. But more leisure, the domination of our society by new technologies, and accompanying concern for quality of life and human values have given adult learning a new birth. We have known for at least fifty years that people of all ages have the capacity for new learning. Now we have also come to realize that continuing education throughout life, by diverse means and in many settings, is necessary for a satisfying self-fulfilling existence in a constantly changing and shrinking world. Increasingly, we accept the fact that traditional schooling,— formal learning through a set period of childhood and early adult years — can no longer see most of us confidently through the rest of our lives.

For another group, continuing education holds out the promise of release from the problems of protracted adolescence to which college attendance as a social demand has consigned them. With the growth in the proportion of young people studying at institutions of higher education, students have emerged as a readily identifiable social group with distinctive traits. The traditional image of the student has been fostered and enshrined in college songs and yearbooks. But dramatic changes in the structure of institutions, their new functions, their vast size, and the emergence of a youth culture are hastening its demise.

One response of students to the hardening, lengthening, and normalizing of their status is to say, “Break down the barriers and let the real world in”. Another is to call for the strengthening of students’ group identity in order to form them into a vanguard for institutional and social reform. A third response is the aimlessness, drift, and feelings of dependence that can come to those attending college or university as a social reflex rather than through conscious choice. For many, the trend towards prolonged and continuous academic learning without a specific goal means that being a student becomes the one life they know. The longer this persists, the greater is the risk that the

* * * * *

institutional milieu will entrap them by providing the total framework for their lives. Moreover, as students postpone critical career choices in favour of “taking another course”, they may begin to doubt the suitability of their “education” to the needs of the workaday world. In the end, the wearying turns of this kind of academic treadmill — which is psychically expensive, as well as socially futile — can serve only to rob them of their motivation to learn and to grow.

continuing education is a transforming concept whose time has come and whose bracing impact will be felt . . .

Who, then, can gainsay critics of modern mass learning when they argue that education should, for many, be continuing rather than continuous; that study should often be more closely linked with life and with work; that there should be more opportunities for individuals to alternate periods of full-time intensive study with other activities, including work. Other spectra of options still await exploration, for continuing education is a transforming concept whose time has come and whose bracing impact will be felt. In the words of the Canadian Association for Adult Education, there is a “major difference between extending in bits and pieces a system based on education as preparation at the beginning of life and seizing the full concept of continuity of education for all at any time”²³.

Much is already being done. We have the physical means for lifelong education in books, the mass media, and expanding school facilities and in innovative museums, science centres, art galleries, and libraries. Our libraries today, to cite one example, are more than collections of books: they are resource centres for learning, incorporating many of the advances in modern mass communication; and they are community centres, providing forums for discussion, films, and local cultural activities. In a related area, the Ontario Council for the Arts, established in 1963, encourages community involvement in the arts by

sponsoring art exhibits, lectures, visual arts programs, and amateur drama. In labour education, two unique Canadian movements have won deserved international acclaim for their striking pedagogical advances. Frontier College works with men in the mining and lumber camps of northern Canada; its teachers — themselves students in Canadian universities — work alongside their pupils by day and teach them by night. And the wide-ranging Antigonish Movement has helped develop a host of credit unions and cooperatives through its adult education work of training groups for economic and social action in self-help.

Important as these facilities are, continuing education is likely to remain largely in the colleges and universities, and it is here that it may have its greatest impact. The foundation for this development is the long history of university and college extension programs. As their name suggests, these programs have made available to qualified adults some of the vocational, professional, arts, and science courses of the regular day programs through correspondence and evening classes. Over the years, groups and individuals eagerly committed to the tasks of extension have unquestionably done much good work deserving of recognition.

some instructors in adult education seem less to be cultivating the vineyard of learning than operating a mining claim . . .

But if adult education is to realize the new promises of continuing education, it can no longer be treated as a peripheral activity. Some persistent problems will have to be overcome. One is a state of mind, the legacy of a persisting attitude in some colleges and universities that they should be set apart from society; that “popular education” must be trivial and can grievously harm the primary functions of the community of scholars, which are perceived to be the teaching of full-time undergraduates and graduates, research, the perpetuation of intellectual activity, and the maintenance of high academic standards. At only a few centres do adult and part-time students enjoy the status accorded full-time learners and have programs

²³ Canadian Association for Adult Education, *A White Paper on the Education of Adults in Canada, A Canadian Policy for Continuing Education*, 1966.

specifically tailored to their needs. In other institutions, their low status is constantly reinforced and symbolized by the fact that the teaching of most of their courses is organized on an overload basis, as an extra activity for staff pursuing salary supplements. Is it surprising, then, when part-time students resignedly murmur about the sorry attitudes of some of their teachers — those who seem less to be cultivating the vineyard of learning than operating a mining claim?

* * * * *

The challenge of the future for post-secondary education also includes a question of a different kind: how far should Ontario's institutions of higher education be staffed by those who are not Canadian citizens? The issue arose in the 1960s, when undergraduate enrolments grew rapidly and Canada's infant graduate programs could not yet train enough staff to meet expanding teaching needs. To fill the vacancies, foreign academics, many from the United States, were hired in large numbers. Today, this group comprises an important segment of the faculty of Ontario's universities. The policy of meeting many of the needs of trained staff through immigration was taken without anticipation of its consequences. Inevitably, the chances for future development were restricted by the recruitment of a high proportion of teaching and administrative personnel from a single, small, and notably foreign-born generation that had come to maturity in the 1950s and early 1960s. Prospective Canadian university and college teachers now emerging from Ontario's own graduate programs are confronted with a system that offers limited job possibilities. Moreover, this system will be dominated for some years by the aging faculty and administrators of a single generation, thus denying to our educational institutions the experiences and talents of succeeding generations.

**post-secondary education
has a duty to maintain its
Canadian content in interest
and emphasis . . .**

Intense but inconclusive public discussion has also revolved around the question of whether foreign-born staff are undermining Canada's cultural integrity. Two ardent critics have defined the issues thus:

The influx of foreign scholars does not merely imply that Canadian matters will be taught by scholars unused to them, unfamiliar with their context, unable to recognize avenues of analysis which are of peculiar relevance to the community. No. We observe that Canadian matters are pushed aside and considered parochial, or are sometimes examined confidently with instrumentalities forged in other nations to meet non-Canadian needs.²⁴

It may be argued strongly that the best people should be hired to instruct or administer, regardless of their national origins. But it also may be noted that Ontario's universities and colleges have played a major role in many countries in developing national traditions, culture, and even national self-awareness. As indicated earlier, an intellectual tradition has already been built up in Ontario, largely through its universities, and this has come to constitute a prominent part of the wider Canadian tradition. Post-secondary education has a duty to maintain its Canadian content in interest and emphasis.

This consideration should apply not only to fields of obvious Canadian connection, such as history, political science, and sociology, but also to so-called value-free areas like the life or physical sciences. If research projects are designed in response to the rewards of a foreign academic status-system and society, particular Canadian concerns will suffer. Unique problems of the North, for example, are now often ignored.²⁵ Medicine, too, can scarcely be termed value-free when we maintain a public medicare system of

²⁴ R. D. Mathews and J. Steele, *The Struggle for Canadian Universities* (Toronto: New Press, 1969), p. 4.

²⁵ In this context, the reader is referred to the following two reports of the Commission on Post-Secondary Education in Ontario: *Post-Secondary Education in Northwestern Ontario* (Toronto: Queen's Printer, 1972) and *Post-Secondary Education in North Bay and Sault Ste. Marie* (Toronto: Queen's Printer, 1972).

vital consequence to every Canadian citizen. Thus, without proposing any system of quotas or restrictive controls, institutions, the appropriate public authorities, and indeed society, must be urged to pay close attention to the special role of post-secondary education in the Canadian intellectual tradition.

* * * * *

various sources have combined to perpetuate the disadvantaged position of women in post-secondary education . . .

As post-secondary education tries to respond to the emerging forces in culture and society, it also will be challenged to put its mind and will to the righting of old wrongs. Important among these is the complex issue of equality of educational and job opportunities for women in a society in which attitudes towards their role are changing. The Royal Commission on the Status of Women and other studies have defined the contours of the problem and the ingredients that combine to perpetuate the disadvantaged position of women in Canada. A brief to this Commission has summed up the distressing picture in post-secondary education:

The participation of women in full-time study in Canadian universities has increased only slightly in the last fifty years; in graduate education it is less than it was fifty years ago; the proportion of women on the teaching staffs of Ontario universities has not increased substantially over what it was forty years ago; in colleges of arts and technology women hold an even lower proportion of places than they do in universities; the proportion of women in the senior professions, has not increased significantly from what it was forty years ago; professions in which women have been predominant are now being increasingly entered by men, particularly in administrative and policy-making positions; the gross differences in wages and salaries paid to men and women are enormous.²⁶

Another area of concern is the treatment of native peoples and cultural minorities within post-secondary institutions.²⁷ Institutional education among our Indian population is deservedly suspect. Too often it has served as a means, not of preserving and developing the values and vitality of an integrated native culture, but as an instrument of intrusion, of cultural genocide, by the demographically and technologically dominant Euro-Canadian culture. The sorry tale hardly needs recounting of many Indian children being plucked from their families and placed in boarding schools far from their homes; cut off from traditional livelihoods, squeezed into the mold of another language, forbidden the use of their native tongues, robbed of self-esteem, and humiliated. It is a record of shame that we would bury, if we could, but which we must confront in all areas, including that of post-secondary education.

Levels of participation by Indians in post-secondary education are abysmally low, although

²⁶ The Ontario Committee on the Status of Women, *Women in Post-Secondary Education*, A Brief Presented to the Commission on Post-Secondary Education in Ontario, February 25, 1972, pp. 1-2. See also Table 1-4 and Figure 1-7.

²⁷ See Envirionics Research Group, *Post-Secondary Educational Opportunity for the Ontario Indian Population*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972).

Table 1-4
Teaching Staffs in Ontario Universities¹

Year	Males	Females	Total
1921	746	56	802
1926	738	85	823
1931	880	112	992
1936	890	131	1,021
1941	1,110	174	1,284
1946	1,313	161	1,474
1951	1,640	164	1,804
1956	2,231	208	2,439
1961	11,365	1,740	13,105
1966	18,505	2,775	21,280

¹ The Ontario Committee on the Status of Women, *Women in Post-Secondary Education*, A Brief Presented to the Commission on Post-Secondary Education in Ontario, Table 1-4.

Figure 1-7a Teaching Staffs in Ontario Universities
Full Time, Male and Female

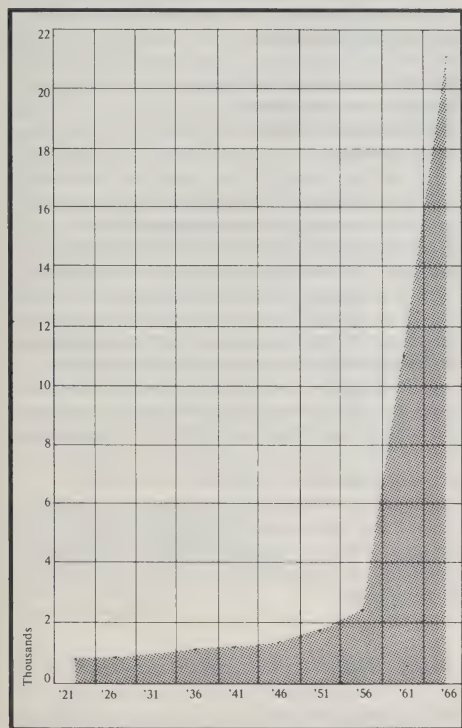
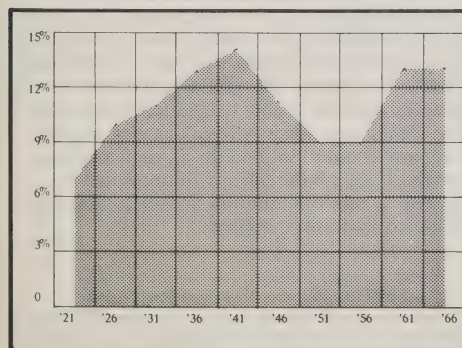


Figure 1-7b Percentage Female Teaching Staff in Ontario Universities



they have been rising slowly during the past decade and a half, especially in vocational fields.²⁸ While easy, quick, or total solutions to the problem of access to educational services are nowhere visible, signs of promise can be found in changing social attitudes and public policies towards Indians, on the one hand, and a fresh self-awareness among them, on the other. The recent search for a set of distinctive social values and political ideas as the marks of Canada's historic identity has led to the firm acceptance by federal authorities of cultural pluralism as a national norm. Translated into federal policy concerning Indians by Jean Chrétien, Minister of Indian Affairs, this norm has helped to raise respect for Indian culture and has led to a call for its rebirth:

The Canadian people as a whole cannot restore the Indian culture. Only the Indian people can do that. But unless Canadians recognize it and honour it and give it a place in the Canadian tapestry, we shall all be the losers.²⁹

*institutional education
among our Indian population
has served as an instrument
of cultural genocide by the
demographically and
technologically dominant
Euro-Canadian culture . . .*

At the same time, Métis and Indians of diverse backgrounds and heritages are debating their educational future among themselves and with a few trusted outsiders from the Euro-Canadian community. There is no sign yet of consensus in the debate, but it has served to uncover a basic educational problem: how to weigh the balance of danger between discrimination and assimilation. The issue has become more critical because of a recent change in federal policy. Although the federal government bears clear responsibility for Indian education, over the last few years it has been phasing out its own centrally directed system of Indian schools in favour of integrated instruction in provincial

²⁸ *Ibid.*, pp. 106-83.

²⁹ *Ibid.*, p. 23.

schools. In effect, by purchasing educational services from the provinces, the federal government hopes to be able to breach the wall between Indians and the larger Canadian community. Hence the dilemma, as seen by the authors of this Commission's background study, *Post-Secondary Educational Opportunity for the Ontario Indian Population*:

How can a powerful and dominant society deal equitably with a relatively powerless minority? Specifically for education, how can programs suited to the needs of an ethnic minority be provided without the dangers of segregation and discrimination; how can an education which meets the standards of the larger society be provided without the dangers of assimilation?³⁰

This is the question for those concerned with post-secondary education to ponder and seek to resolve.

Surveying the educational problems of Indians at all levels — pre-school, secondary, and post-secondary — suggests we are still at the rudimentary stage of defining issues. Considerably brighter is the picture offered by a stocktaking of the educational needs of a larger and historically no less disadvantaged minority, the Franco-Ontarians. In recent years, a number of federal and provincial studies have explored the range of problems rooted in the history of French-Canadian culture and education in Canada and Ontario and have made firm recommendations for change.

Since 1968, the Government of Ontario, supported by a generally sympathetic public and press, has responded to these proposals, pledging its word to overcoming the long and ponderous legacy of discrimination and neglect chronicled in those documents. In education, this has meant breaking cleanly with a past in which French-language education was always the unwanted babe, shunned but too vocal to ignore completely. In recent years, efforts have been made to expand greatly the provision of French-language educational services to Franco-Ontarians on the primary and secondary levels. The immediate task is to weigh carefully the implications for

post-secondary education of the emergence from French-language high schools of a growing number of graduates seeking post-secondary learning opportunities.

should Franco-Ontarians have the opportunity to pursue their studies in French in all disciplines? . . .

Will post-secondary education have the wit and capacity to respond to these pressures as a liberating challenge? Much will depend on the public will to bear the added financial costs of French-language instruction, bilingualism, and its related component — a socioeconomic catch-up operation. No less crucial will be the readiness of existing provincially supported bilingual and French-language post-secondary institutions to respond to a much enlarged, more self-confident and goal-directed student clientele. The question, as R. B. D'Costa has suggested, is: "If the primary objective of bilingual or French-language post-secondary institutions in Ontario is to serve the francophone community [must they not then?] be in a position to offer students the possibility of pursuing their studies in French in all disciplines."³¹

* * * * *

This brief review reflects part of the breadth and complexity of issues confronting post-secondary education in Ontario today. The shift from elite to mass education, the public assumption of the preponderant burden of educational costs, and the use of education for social goals ensure that post-secondary education will have a continuing place in the public eye. And so it should in a troubled modern society that is dependent upon knowledge both for its technology and to make its moral choices. Both forms of knowledge are needed if we are to realize a future suited to diverse human communities and the individuals of which they are composed.

³¹ Ronald B. D'Costa, *Post-Secondary Educational Opportunities for the Ontario Francophone Population, A Study Prepared for the Commission on Post-Secondary Education in Ontario* (Toronto: Queen's Printer, 1972), p. 99.

³⁰ *Ibid.*, p. 107.

But in mapping out the issues confronting the post-secondary system, we should distinguish clearly between those which properly concern education and those which do not. Education is not a cure-all for society's many ills. The goals of social mobility and equitable income distribution should be pursued principally through appropriate economic policies. Equally, deficient social and fiscal policies should be held accountable for degree and diploma holders not finding employment in their chosen fields. Nonetheless, there remain a large number of issues that pertain predominantly to post-secondary education: providing access to suitable forms of educational services for citizens throughout their lives; safeguarding the quality and diversity of our educational endeavours; identifying and separating some of the main functions of post-secondary education; devising equitable forms of financing; and shaping appropriate relationships between institutions and the state.

*as post-secondary education
moves into a new phase of
retrenchment and integration,
easy responses will no
longer be possible . . .*

The Commission is cautiously optimistic that our heritage in post-secondary education can successfully be adapted to the challenge of these and future problems. Past experience suggests that Ontario's society and institutions have the capacity for continuing and responsive organic change. But if we are to remain masters of our educational future, such changes should not be left to blind or one-eyed evolution. Educational values will need to be clarified, alternative

programs explored, costs counted, and choices consciously made.

What freedom will the public, government, and institutions enjoy in undertaking these related tasks? Certainly, it will be less than the freedom they have had in the recent past. In the 1950s and 1960s, Ontario's system of post-secondary education was able to respond to the unprecedented challenge of important social issues, new knowledge, and an enlarged and more diverse student body through the simple device of adding on new facilities, programs, and staff, often without weighing their long-term implications.

*change should not be left
to blind or one-eyed evolution . . .*

But as post-secondary education moves into a new phase of retrenchment and integration, easy responses will no longer be possible; in future, innovations and new programs will have to contend with the rigidities of established systems. New programs will increasingly have to compete for scarce resources with one another and with established programs. Ways will have to be devised of ensuring that emerging new centres of creativity are not stifled by existing institutions and research monopolies. Finally, special care will have to be taken in appointing staff, designing programs, and even providing curricula to serve minority groups and to foster cultural diversity, intellectual development, and a knowledge of Canadian problems. In future, if Ontario's post-secondary system is to remain resilient and to respond to society's many learning and research needs, government, the public, and institutions will have to make hard choices.

Chapter 2

Values and Guidelines

How are the choices for the future of Ontario post-secondary education to be decided?

Obviously, they must be selected according to some set of goals and policy principles which expresses what we want to maintain or wish to develop. The system of post-secondary education in Ontario, consisting of many complementary institutions and programs, aspires to perform a multiplicity of functions. It is challenged to respond to the richly varied and changing learning interests and preferences of individuals, and to provide them with a suitable range of educational choices. It must meet the learning and scholarly needs of a large number of regions and particular groups. And it must cater to society's needs for a widening variety of services, for new knowledge, and for critical assessment of its social values and institutions.

A comprehensive set of goals for so broad a system, caught between past and future, and pledged to serving a spectrum of individuals, groups, and societal needs, is bound to reflect this diversity. It will also contain some conflicting elements. We seek to continue our heritage, it has been said above, yet no less recognize the need to alter and adapt it. Here already is an expression of a basic tension that must run through all our deliberations and selections: the classic opposites of continuity and change, conservation and innovation. They can be treated, however, as complementary, not contradictory, factors. Conservation needs innovation, or nothing really is preserved but an increasingly ossified pattern of the past, out of keeping with the realities of an ever-moving world. Innovation needs conservation, or little is introduced beyond an empty chaos of "new, new, new", equally unrelated to the continuing realities of human experience. The constant problem is, of course, to decide on the degree or mix of conservation and innovation.

*innovation needs conservation,
or little is introduced
beyond an empty chaos of
"new, new, new" . . .*

There is also the inherent difficulty that a person is many things: daughter, wife, son and husband, worker, dreamer and creator, citizen, member of church, lodge or union, game-player and hobbyist

— all these and much more besides learner or teacher engaged in the intellectual work of education. We can and will attempt to treat him as a responsible citizen of a free society, no longer requiring the protections and restraints of childhood, in designing post-secondary education to serve his needs. Yet any value scheme set forth to shape this kind of education for free and adult citizens must never neglect the fact that Man the Learner has many other aspects as well.

social responsiveness and quality were the criteria used in assessing existing educational arrangements . . .

Sometimes it may seem easier not to spell out the basic question of goals; to concentrate instead on ways and means. A splendidly intricate educational machine can be the result — but nobody quite knows what it does, or is meant to do. What criteria, then, did the Commission bring to its review of Ontario's system of post-secondary education? Two principal goals may serve as a guide to our system of post-secondary education: social responsiveness and quality. The use of public funds required that the post-secondary system be socially responsive, and our cultural values demanded that educational endeavours be of the highest quality possible. By these criteria, we have assessed existing educational arrangements as they affect individuals, institutions, and society.

In pursuing these twin goals, we have rejected three solutions often suggested for all that supposedly ails post-secondary education: the creation of a master plan, the use of manpower projections to determine educational needs, and the cost-benefit approach to educational planning. We find these approaches no more acceptable for post-secondary education than is a concentration on the techniques of supervision, funding, and space-filling.

Despite the wishful thinking of some, the dream of an educational system neatly designed to serve some unitary social purpose has not been found possible in a free and pluralistic society. The problem with master plans is that they are not sufficiently responsive. Other jurisdictions have attempted to construct master plans, but the

result has been an excessive and unnecessary degree of central control and rigidity.

The lure of general manpower planning is more difficult to resist. Many people believe that it is possible to design our educational system on the basis of projected manpower needs. Why should we not produce just the number of lawyers, teachers, technicians, and typographers we require, and divert surpluses into other educational areas of continuing job need? This is a well-meant and sensible-sounding argument. It assumes that we have the ability to forecast accurately the future job needs of our society that manpower-designed education would require; that we can define the "right" educational prerequisites for occupations, fix the number of bodies that would be adequate, and apply this not only to an uncertain present but above all to a still less certain future. The fact is, as the Commission's study *Manpower Forecasting and Educational Policy* says, "there is no satisfactory way of specifying the appropriate educational background for most occupations, much less project them".¹

is it possible to design our educational system on the basis of projected manpower needs? . . .

Even if such a scheme were possible, there would be sound reasons for rejecting it. Basically, it is inimical to our cherished freedom to choose. We believe that it is preferable to respond to the uncertainties of the job market through a flexible system that permits individuals and educational programs to react to changing needs than to adopt a program of manpower planning linked to a system of rigid certification. What happens to the person who does not fit a predetermined educational slot? Where is there an opportunity for social criticism, innovation, and change in a

¹ J. W. Holland, S. Quazi, F. Siddiqui, and M. Skolnik, *Manpower Forecasting and Educational Policy*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972), p. 201. See also editorial foreword and pp. 27-30, 73-76, 86-87, 137-39, and 184-85. Note also that the Organization for Economic Cooperation and Development has downgraded its expectations. See *OECD and Educational Planning and Development*, pp. 8-11.

society geared to a utilitarian acceptance of occupations as they are or are ordained to be?

the aim of the cost-benefit approach to educational planning is not just more scholars for the dollar, but more dollars through better allocated scholars . . .

The cost-benefit approach to education also is unsatisfactory.² This analyzes the educational system in terms of economic returns: for so much public and private expenditure or investment, so many economic benefits are presumed to accrue to society in heightened productivity, skills, and the development of earning capacities. The idea, in short, is not just more scholars for the dollar, but also more dollars through better allocated scholars. Why should we not maximize rates of return on public investments in post-secondary education by investing in those sectors which analysis shows to be most productive?

To think of the educational system merely in terms of economic costs is partial and distorting. Apart from the inherent difficulty of calculating such returns, many benefits other than economic returns are derived by society. The broadening of intellectual horizons, the enhancing of life experience through the arts, the opportunity for creative, reflective, and recreational opportunities are all educational returns of great value, yet they cannot be calculated in dollars alone. Further, there is a bias in the cost-benefit approach towards an uncritical acceptance of our present society. While the economic approach provides a useful perspective on educational activities, it is more meaningful to assess education in terms of social benefit — and one Commission study has made such a pioneering attempt.³ The factors of

measurement required cannot be developed easily, and a complete analysis of this type remains for future realization.

Thus, we reject the applicability of the deterministic solutions embodied in these approaches. Rather than organize our system in such a manner, we feel that it is both feasible and advantageous to allow education to be organized around the needs of our citizens for learning and research, and to have these needs defined and weighed against other social needs in the public forum. This approach to planning we call social demand. While social demand is by no means a perfect basis for educational planning, it is responsive to and in keeping with the values of our society. Only within this seemingly untidy system can the various goals of a diverse society and of a mass, complex post-secondary system be accommodated.

our approach to planning we call social demand . . .

Social demand cannot be equated simply with student demand. In the first place, funding by enrolment numbers alone, as at present, creates several problems. Students' choices tend to be affected by existing patterns of enrolment — if it is big and popular, it must be good. Moreover, institutions tend to try to maintain vested interests in areas that have already been built up. In the second place, student demand does not necessarily equate with the most economic uses of resources. Waste, dead-ends for students, overloading and underloading for teachers are still all too possible. Society's ends are not automatically served by changing educational market demands alone; these can reflect passing fashions or fears no less than rational considerations. Student demand alone may become a way to an educational supermarket, an empty triumph of consumerism.

Finally, the system neither is nor can be naturally self-regulating; a degree of intervention is both necessary and inevitable. Areas of decision, such as graduate studies, research, and community service, should be influenced by considerations other than student demand. If the virtues of freedom and responsibility existing in the present

² For an example of this approach, see Systems Research Group, Inc., *Cost and Benefit Study of Post-Secondary Education in Ontario, School Year 1968-69*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972).

³ J. S. Kirkaldy and D. M. Black, *Social Reporting and Educational Planning: A Feasibility Study*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972).

system of social demand are to be preserved, that system must be modified and qualified by a broadened definition beyond that of sensitivity to enrolment figures alone. This definition must include both social responsiveness and quality.

A socially responsive post-secondary system should be sensitive to a wide range of needs. In the coming years, Ontario's pluralistic society will make new demands of its post-secondary endeavours. Some will arise from the need for new technical and normative knowledge to resolve pressing human and environmental problems; some will accompany the need for new departures that will better provide the public with an adequate range of high-quality professional and other services, readily available at reasonable cost; and some will result from the multiple educational wants of a much broadened learning community that potentially includes all adults. In remaining sensitive to all of these individual and social needs, post-secondary education will have to assume new functions and redefine some of its goals.

if broadening the system means simply watering it down, the aim is futile from the start . . .

If social responsiveness in post-secondary education is desirable, quality is essential. If broadening the system means simply watering it down, the aim is futile from the start. It is a question always of relating quantity and quality: to spread opportunities, skills, and knowledge — but meaningful opportunities, sound skills, and effectively grasped knowledge. Knowledge comes through the organization and classification of observation and thought. Both the discipline and the rewards flowing from this intellectual process are individual: they are not provided to the learner but achieved by him.

Quality in this pursuit, for student and teacher, demands intellectual freedom as well — the latitude to follow one's individual bent, subject only to the intellectual dictates of one's own study and its standards. Freedom to explore is vital if quality is to be more than mere technical competence, important as this may be. Without freedom, there is little hope of innovation to

produce the new ideas, values, and techniques that enable us to go on adapting and surviving in a world of change. New ideas almost inevitably face antagonism from the existing order. In one respect, they may honestly seem wrong — the established ideas satisfy, they work. Innovation may also impinge on vested interests. Accordingly, without intellectual freedom, there is little chance that innovations will receive a fair hearing, or will be tested against old views and practices, and even less chance that they will be adopted. Further, the very adaptation and survival of society depend on the constant critical analysis of its ideas, structure, and activities, and a notably large element of these necessary social analysts and critics is found in the realm of post-secondary education. In sum, quality in learning as an inherent attribute of post-secondary education hinges on the presence of intellectual freedom.

But since words are easily corrupted, we must also indicate what quality in education does not mean. It should not serve as a cover for social elitism of students, faculties, or institutions. Levels of competence should not be confused with degrees of quality: we expect an individual who processes X-ray plates to be as competent in his field as someone performing delicate neurosurgery. Moreover, high quality does not necessarily involve high costs, although there is a relationship between expenditures and possibilities; and it should not be identified with institutional grandeur.

freedom to explore is vital if quality is to be more than mere technical competence . . .

The generality of the foregoing observations should not obscure their importance. For the Commission they have some rather specific implications. A post-secondary system that aspires to being socially responsive and to providing environments in which learning and research of high quality may thrive should be developed on the basis of several clear policy principles, the application of which may enable us better to appraise the adequacy of the existing system. A system that is sensitive to social need and pursues quality without compromise should be accessible, diverse, and flexible; it should allow

for transfers among institutions and programs; it should be equitable in its treatment of disadvantaged groups; and it should be publicly accountable.

Inherent in our approach is the belief that the public post-secondary educational system in Ontario must provide access to any citizen who wishes and is able to make use of it. The principle of universal access is appropriate to our times. An ever-changing economy with its ceaseless demands for new knowledge and new occupational skills has made formal education an integral part of our lives. Similarly, post-secondary education is coming, to some extent, to be regarded as a consumer good for citizens in a society destined to require shorter work hours. Educational and cultural endeavours do indeed have singular qualities as consumer goods; they are among the few that do not have negative side-effects on the environment and the quality of life.

Access to educational opportunities for those able to benefit from them is also dictated by the public funding of our educational system. Unfortunately, in Ontario many with ability still do not have access to post-secondary education.⁴ This system is heavily subsidized by the public purse, and its use should not be limited to the few. Because education is essential to remaining in touch with one's changing social and economic environment, access must be broadened to include all interested adults. They must be given a suitable array of learning experiences to keep in step with young persons entering the work force. And as long as government and private enterprise continue to channel and classify employees on the basis of educational achievement, equity dictates that educational chances be extended to those individuals who in their younger years did not have access to the range of programs available to college and university students today. Universal access means more, however, than simply access to our existing academic institutions or to any that we may establish. It also involves provision for less structured kinds of post-secondary education, or for education carried on outside the regular

system in alternative ways. The key point is that no one who seeks to proceed to post-secondary learning should be deprived of the opportunity through shortcomings or barriers in the present system, in either its facilities or its financial arrangements.

*universal access
should seem neither a
benevolent dream nor a
logical extension, but a
categorical necessity . . .*

Defining access in these terms may seem sweeping, and it is meant to be. Yet it is by no means foreign to our tradition. As we indicated in Chapter 1, access to our post-secondary educational institutions has grown steadily, most markedly in the last decade. There has, moreover, been an increasing pressure, both social and individual, for greater access to further fields of education by the citizenry of our democratic, industrialized, and urbanized society. We must have a continual broadening of skills and knowledge to enable us to live in a world where the problems of providing sufficient goods, the social strains of living closely together, and the ecological dangers of ruining our environment all threaten survival itself. When faced with the imperative need of education for survival, universal access should seem, not a benevolent dream, but a categorical necessity.

To give effect to access as part of social demand and to enable quality to be maintained without overloading, we must provide for a highly diversified educational system. We therefore seek to encourage variety among and within established institutions, in means of study outside, and in admission standards for different kinds of study, in types of programs, length of courses, and so on. Our recommendations are meant to safeguard diversity where it already exists, to encourage it further, and to introduce new forms. We endorse this policy also, as working against the pressures towards homogenization that are an inevitable problem in mass education, and as favouring intellectual freedom and social responsiveness. In the name of *diversity*, however, we should not try to duplicate the services that are better and less expensively offered in secondary schools.

⁴ John Buttrick, "Who Goes to University in Ontario", in *This Magazine Is About Schools*, Vol. 6, No. 2, Summer 1972, pp. 81-100.

we seek to safeguard diversity where it already exists, to encourage it further, and to introduce new forms . . .

The principle of diversity has a number of specific implications. We encourage a diversity of institutions by recommending the recognition of an open educational sector and the creation of separate administrative organs for each sector of post-secondary education; a diversity of methods by proposing a new instrument, the Open Academy; a diversity among institutions through our financial proposals; a diversity among regions through the creation of special programs; and a cultural and linguistic diversity by proposals for learning opportunities for Franco-Ontarians and the native peoples of this province.

Closely related to the policy principle of diversity is that of *flexibility*. Naturally, any educational system that functions by social demand must be flexible to respond and adapt to changing social and individual perceptions of needs in education. Moreover, flexibility is a means of aiding innovation — the ideas as yet unthought of, the reply to situations not yet foreseen. While no one can plan for innovation, incentives can be offered to encourage it. Our recommendations on financing seek to invite and support innovation, so as to promote fresh answers to new social and individual demands as they arise. As a policy, flexibility must also be related to an emerging educational pattern that has already been commented upon: the growth of part-time studies and of continuing education throughout life.

flexibility is a means of aiding innovation — the ideas as yet unthought of, the reply to situations not yet foreseen . . .

To be accessible, flexible, and diverse, our educational system must also provide individuals with opportunities to transfer from institution to institution or from program to program. This does not imply a rejection of quality, standards, or an automatic prescription of admissibility. The opportunity for transfer must exist; a screen

should not become a barrier, and perhaps some chances should be taken in individual cases. *Transferability*, implemented to some degree already in Ontario's post-secondary system, should be a goal for general realization.

we advocate an accessible hierarchy of educational services, with screens but not closed barriers between the different levels . . .

There is a particular aspect to transferability which relates to the professions, whose training is a major activity in post-secondary education. A number of rigidities and constraints influence the supplying of professionals to meet the needs of society. One notable cause of rigidity lies in the existing links between educational credits for studies or programs taken and professional licensing for admission to practice. We therefore offer recommendations designed to break that constraint, to facilitate transfer between professions and from one level to another within a profession. We also seek to provide orderly procedures for the transfer of abilities, aptitudes, and skills from one post-secondary enterprise to another, and, indeed, from any activity in an individual's life relevant to the educational process. In fact, we are advocating an accessible hierarchy of educational services — from on-the-job skill training to professional schools, from extension studies to graduate laboratory research — with screens but not closed barriers between the different levels.

Equity in education should be understood within very strict limits. We recognize that the larger problem of lessening socioeconomic inequalities is immensely complex and that reform of education can make only a limited contribution in this area. Within these limits, equity of treatment suggests access, while quality conveys an equitable intellectual judgement of all aspirants by a common standard in each particular field of study. But equity in education demands more.

It means as well that disadvantaged individuals and groups should receive special attention, so that they do have effective opportunity for higher skill and learning development, and thus obtain

the chance to achieve standards of quality. By the same token, equity demands that the burden of cost needed to support high-quality post-secondary education should be distributed in relation to need, talents, and benefits, as well as to the ability to pay for the provision of those services now and in the future. Our recommendations on the financing of post-secondary education are aimed to accomplish this balancing in terms of equity. Finally, equity also requires decentralization, so that scattered regions of our province will not be disadvantaged.

The functions of post-secondary education are so numerous and vital that the system entrusted with them must be held **publicly and socially accountable**. Society may assent to the allocation of public funds for post-secondary education in the belief that learning and research contribute to social mobility, economic growth, the conquest of nature, social criticism, and personal development. Some of these goals may be measured, others may not; but in any event, they must be balanced against one another and against other, non-educational goals. In our view, the final judgement about these goals should be made in the broad forum of public opinion through the political process. This is the forum to which government must answer for the achievement of social purposes.

*public and social accountability
should be accommodated in ways
that do not require a centrally
controlled educational system . . .*

At the same time, we reject as irrelevant to the needs of Ontario the development of a monolithic, unitary system of post-secondary education directed from above. Rather than trying to achieve system-wide policy determination by means of direct administrative control of institutions, we favour accommodating

public accountability in other ways: through a clearer differentiation of responsibility in the relations between government and institutions that facilitates system-wide planning and coordination; through changes in the financing of post-secondary education; and through a much-improved system of monitoring and publicity. Accordingly, we propose that the implementation of many of our recommendations for change be monitored and reviewed and the results published.

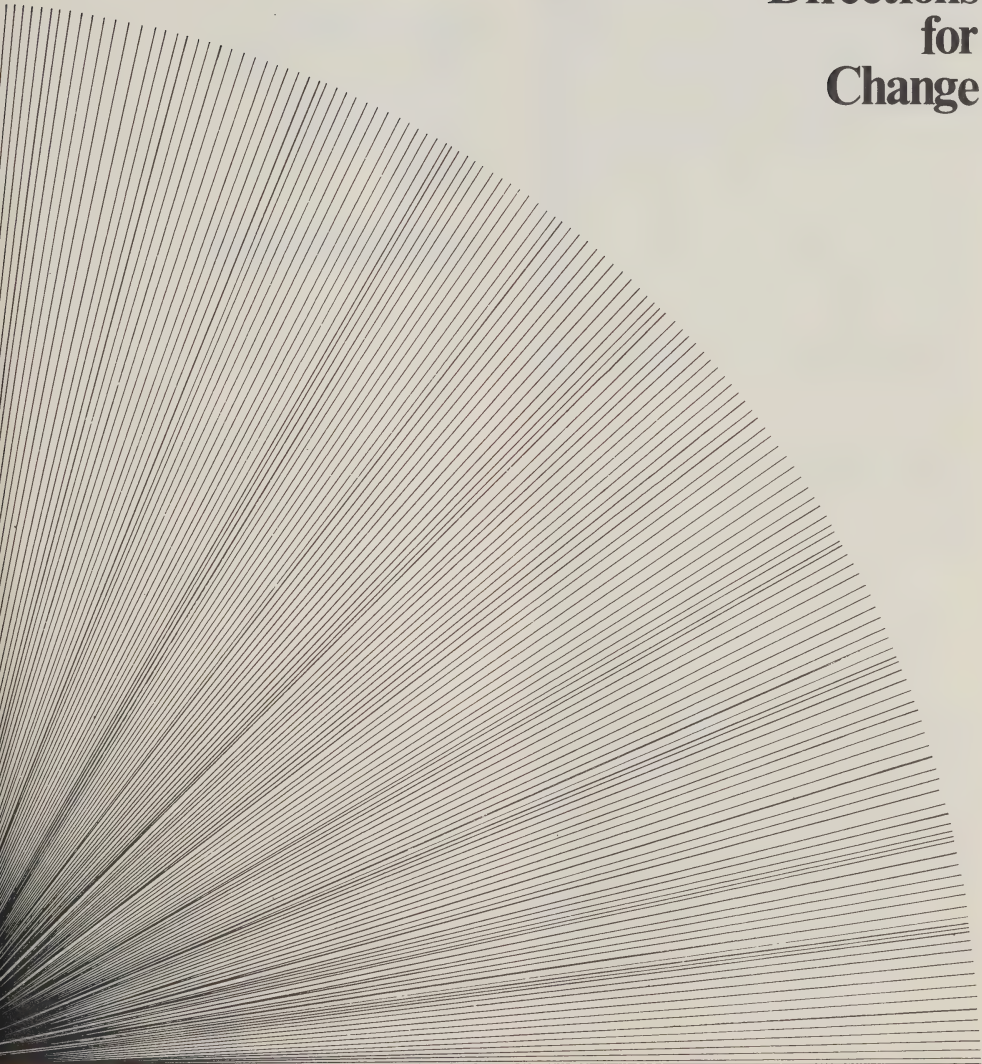
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However learning may actually proceed, it remains the essential goal and purpose of education. Ultimately, nothing must interfere with the human-centred nature of post-secondary education. Everything must be done to provide optimum conditions for learning. As with innovation, we cannot plan for individual learning, but we can give it every incentive. Education is a social process, socially organized by institutions, governments, teachers, and programs of study. But learning is a personal experience — whether for teacher, student, craftsman, artist, or researcher — and that remains the basic point.

For this reason, the various tests, examinations, buildings, programs, and teaching methods — indeed, all facets of the post-secondary educational system — should be oriented towards serving individual students rather than the institutions themselves, future employers, or the professions. Other purposes should be secondary. Similarly, the whole spectrum of educational services must be available to each individual, not just a degree program, a certification process, or what the institution thinks may benefit him. If the individual is at the centre, he must have the opportunity and the responsibility as an adult to decide on the educational experience that is best suited for him.

Part Two

Directions for Change



Chapter 3

Lifetime Learning: Options and Alternatives

During the educational boom of the 1960s, the primary goal of post-secondary education was to multiply the opportunities for high-school graduates to pursue set programs of continuous study in colleges and universities. In the 1970s and 1980s, while post-secondary education will continue to serve this important constituency in existing and new ways, it will be challenged to respond to the educational yearnings of other groups as well. The range of alternatives to formal educational programs will have to be increased. Better ways will have to be devised of catering to those seeking a second chance in formal learning environments — those who left secondary school before matriculation in order to take a job, and adults of all ages and social strata who were never in the post-secondary stream or who dropped out of it. Greater attention also will have to be paid to the special interests of learners in remote areas, and of those who look to post-secondary education for further training in job skills or for chances to pursue new directions and goals.

A post-secondary system committed to the individual and aspiring to be accessible, diverse in its functions and programs, flexible in its modes and standards of learning and evaluation, equitable, and publicly accountable will require departures in five main areas. First, there must be an expansion of alternatives to formal, institutionalized post-secondary education for those completing their high-school education. Second, colleges, universities, and other institutions must enlarge their programs and means of delivery in the fields of continuing education and manpower training, without abandoning their present roles or compromising their integrity. Third, altogether new educational enterprises must be initiated, and libraries, museums, art galleries, and similar centres must be recognized as important participants in the learning system. Fourth, the options within post-secondary education must be made readily available in all parts of this vast province. Finally, means must be found to recognize and, where desired, to certify the level and quality of learning acquired in any setting.

* * * * *

Our society must provide persons approaching adulthood and planning a career with alternatives to formal schooling. The needs of young people, the integrity of our educational programs, and the interests of society all argue the same case. At present, a substantial number of young people are caught between the uncertainty of entering a restricted labour market and the continuation of a formal education to which they are not committed. Some students enrolled in our colleges and universities today clearly find the experience distasteful and alienating. Their plight stems in part from a trend of the last decade towards mass attendance of Ontario's youth at post-secondary institutions.

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When we examine the reasons for this trend, we find them to be largely social. The choices offered to young people leaving high school have become severely limited. Increasingly, jobs in government, business, and industry have been defined in terms of escalating educational requirements. Large public and private organizations of various kinds use formal educational attainment to determine the career paths of their employees. The professions and para-professions vie with one another in raising the educational qualifications for entry into their fields. Employers and professional associations - seem either to assume that more education automatically produces a better-qualified employee or professional - although in many cases formal education is not directly related to the skill required - or to use years of schooling as a convenient bureaucratic screening device. For many young people, the result has been an overwhelming pressure to stay in school.

These debilitating pressures should be resisted through firm initiatives. Society should openly acknowledge that not everyone needs or benefits from formal education at the same point in his or her life, and that learning and maturing take place in many settings. Society should also broaden its concept of significant learning and societal contributions to include a wide range of

life experiences, such as community service, travel, endeavours in the creative and performing arts, and various forms of in-service training in business, industry, and government. We strongly recommend that alternatives in these and similar areas be widened and legitimized.

society should also broaden its concept of learning to include a wide range of life experiences . . .

The Government of Ontario should take the initiative in providing such alternatives. Moreover, it should encourage other governments and public and private organizations to do the same. Support of such programs as the Canadian University Service Overseas, Frontier College, and projects similar to some of those sponsored by Opportunities for Youth would both benefit society and provide personally fulfilling and educationally broadening alternatives to remaining in school. In-service training also should be promoted. To cite the Ontario Task Force on Industrial Training, "Training-in-industry, either for industry's own employees or through Government subsidization for other people, constitutes the major alternative to post-secondary education in community colleges and universities".¹ Indeed, we propose that, where they do not yet exist, comparable training programs be developed in a wide range of non-industrial, general, and government careers as well.

in-service training should be promoted . . .

In addition, government, private corporations, and professional and trade associations should place considerably less emphasis on formal educational qualifications as criteria for job classifications and professional and vocational certification. Employers and educational institutions should increase the opportunities for adults to enter or re-enter the post-secondary system, if they so desire. Finally, the learning value of the experiences of those who have

¹ Task Force on Industrial Training of the Ontario Government, A Brief Presented to the Commission on Post-Secondary Education in Ontario, April 6, 1972, p. 1.

chosen an alternative to formal education should be recognized by the granting of credits in appropriate cases.

In short, the job of providing socially useful alternatives to formal post-secondary education should be undertaken by all of society: government through policy initiatives; business and industry through changes in employment practices; organized labour through new approaches to conditions of employment; professional organizations through changes in rules governing entry into their ranks; and educational institutions through new approaches to continuing education and the recognition of learning in non-institutional settings.

the provision of an adequate range of alternatives can help to liberate post-secondary institutions from their custodial functions . . .

These alternatives should be adequately funded. We recommend that in suitable cases, as determined by the proposed Council for the Open Educational Sector,² alternatives be financially supported at unit cost levels which can reasonably be compared with those for formal types of post-secondary education. It is worth mentioning that in most cases the costs per individual should be lower than those incurred in the support of institutional programs.

The provision of an adequate range of alternatives to formal schooling can offer important benefits. It can serve the paramount goal of human development by providing individuals with genuine life choices that are intrinsically valuable and socially acceptable. It can also help to liberate post-secondary institutions from their custodial functions, so that they can pursue their central goals of learning and scholarship. These goals are mortally threatened in a society which uses post-secondary education as an alternative to underemployment and unemployment.

² See Chapter 7 of this Report.

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A post-secondary system committed to the principle of universal access must vigorously pursue the goal of educational diversity. The need for the latter flows logically from the affirmation of the former. Diversity, in turn, implies a widening of learning options for individuals, both as teachers and as students. These may take various forms. There are choices in learning content: liberal arts or vocational training; humanities or the creative and performing arts. There are choices in learning method: personal or structured; lecture, seminar, dialogue, correspondence course, or computer conversation terminal; by audio-visual means or through the printed word. There are choices of learning locale: at home, on the job, or in an institution. There are choices in learning goals: self-knowledge, career training or community service, a nodding acquaintance with a field, or its professional mastery. There are also choices in modes of learning: part time or full time, sequential, integrated, or alternated with work. And finally, there are choices in times of learning: day or night; winter, summer, year-round, or any time for self-learners. The list of possibilities can even be extended further.

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To make the many options suggested by our examples readily available to the adult population of Ontario, continuing and adult education and training should be given a central place in the post-secondary system. This will require new initiatives on the part of government, employers, and employees; departures in organization and methods within existing post-secondary institutions; the creation of new learning structures; the recognition of libraries, museums, art galleries, and similar institutions as important participants in the learning system; and the reallocation of resources between sequential and continuing education. The resulting pattern should then assuredly provide for lifetime learning, from school years to old age.

As we suggested in Chapter 1, lifetime learning within a society of greater leisure and increasing complexity is not a frill but a necessity. It is needed to help individuals to adjust to a changing labour market, and it is essential if they are to lead personally fulfilling lives in touch with their changing physical and cultural worlds. This is not to question the obvious values of institutionally structured and sequential ways of learning within some fields, or to doubt that a high proportion of persons between the ages of 18 and 24 will continue to attend our colleges and universities on a full-time sequential basis. Nevertheless, it is equally clear that there should be less structured and more varied options available in post-secondary education, both to provide all adults with broader opportunities for achievement than are offered through the traditional patterns, and because the very extension of those patterns to near-automatic, post-secondary mass attendance has shaped so many of the problems that our system now faces.

Before considering the innovations needed in the field of lifetime education, we must identify some of the groups who may be involved as learners. Two of these groups are high-school graduates enrolling in part-time studies in colleges and universities, and professionals and para-professionals taking refresher or updating courses. Others are early leavers from secondary schools; high-school graduates who, after job experience, wish to enter the post-secondary stream either on a part-time or full-time basis; and other leavers and adults wanting a second chance in education. Individuals in these latter categories are often overlooked in discussions of post-secondary education. They are, however, a large and important group, constituting more than 60 per cent of Ontario's population, and they have an important claim on the services of the post-secondary system that should be fully recognized.

Indeed, as a special obligation, the post-secondary system should assist individuals in this category in facing a change in occupation through choice or circumstance. In this area, there is a pressing need to have programs of manpower training, as part of continuing education, clarified and improved. Success in this area will require embracing a somewhat broader and person-

centred view of what can be accomplished. Manpower training can be conceived as encompassing three categories of activity: the initial process by which the work force acquires the needed skills for productive work; the short, often remedial development of skills through pre-training and retraining programs; and the further long-term development of human resources. This last category suggests new tasks for manpower training: providing individuals with information on social services, employment opportunities, and sources of financial assistance; helping them to adapt to changing work patterns; developing their interpersonal skills; providing them with an understanding of the mechanics of the working world; and multiplying their opportunities for learning through further education and training.

high-school graduates who, after job experience, wish to enter the post-secondary stream, and other leavers and adults wanting a second chance in education are often overlooked in discussions of post-secondary education . . .

When gauged by this standard, continuing education in the form of federal manpower programs presently offered under the Adult Occupational Training Act is far from satisfactory. It is narrow in conception and execution, channelling large funds into the limited sector of retraining programs. The programs tend to create an artificial gap between older adults and young unemployed; they encourage palliative rather than long-term approaches to issues; and they needlessly leave much arbitrary power in the hands of Canada Manpower counsellors.

An even more fundamental problem results from the constitutional division of responsibilities between the federal and provincial governments. Since the former is responsible for manpower and the latter for education, planning is difficult in the area of manpower training, where the two interact. This explains in part why manpower programs have, over the years, tended to be relatively unresponsive to changing social trends and manpower needs.

there is a pressing need to have programs in the area of manpower training clarified and improved . . .

Much can be done to improve this form of adult education by encouraging closer federal-provincial liaison in matters related to manpower training, and by decentralizing to the provinces and communities certain responsibilities in the area. Specifically, on the national level the proposed Canada Human Development Commission³ should encourage broad policy planning and coordination of manpower programs through research into manpower forecasting, and through liaison with business, industry, the professions, government bodies, community organizations, and educational institutions. Provincially, the Government of Ontario should, in cooperation with the other provincial governments and the federal government, articulate a clear manpower policy to improve serious shortcomings in existing manpower programs. On the local level, employers and union representatives should consult appropriate educational institutions to help to keep their training programs responsive to current needs. Community involvement in manpower training programs should be further encouraged by the creation of community employment advisory committees and community boards of appeal. The latter would be used by individuals wishing to appeal rulings of manpower training programs which they consider unreasonable.

the Government of Ontario should articulate a clear manpower policy . . .

As for specific modes of training, a broader approach is needed. Retraining programs of the traditional kind should continue to be provided and improved. In addition, new programs with a pre-training objective should be created to cushion the shock of rapid change. The concept of pre-training demands that where the displacement of men and women through new technology or altered economic conditions can be anticipated, training for a new line of work

should be provided well in advance of the change.

In order to ensure the success of these proposed long-term, decentralized approaches to manpower problems, appropriate funding arrangements should be devised. To support the development and administration of provincially initiated manpower pre-training and retraining programs, the Government of Ontario should seek financial assistance from the federal government. To facilitate adequate planning of individual programs, grants to colleges of applied arts and technology and other authorized training centres should provide for the financing of pre-training and retraining programs on a long-term basis.

Linguistic problems for many of our immigrant residents require departures of another kind. Where practicable, examinations for admission to any trade or profession should be made available in English and French and in other languages on request.

The concept of lifetime learning, while demanding improvements in manpower programs, also demands departures by government and institutions in a number of other crucial areas. As a general recommendation, legislation, structures, and programs should be devised to facilitate the return to learning opportunities for all persons. The Government of Ontario, as part of its obligation, should, by legislation and example, provide opportunities for the employment of secondary-school leavers who wish to pursue post-secondary education on a part-time basis. This should be accomplished by the provision of patterns of employment that permit intermittent and part-time study.

Our colleges and universities are already making valuable contributions to the field of lifetime learning. But new challenges lie ahead that will require adjustments in attitude and in the use of facilities and teaching resources. Institutions of post-secondary education should make every effort to provide part-time students with a range and quality of learning opportunities equal to those available to full-time students. These efforts should be monitored by the proposed Ontario

³ See Chapter 6 of this Report.

Committee on Post-Secondary Education.⁴ These efforts may take different forms, depending on the needs and wishes of staff and students in particular institutions. The integration of part-time and full-time programs or the establishment of separate colleges or programs for part-time students are two possibilities, and there are others. In all cases, however, the quality of learning opportunities for part-time students depends directly upon appropriate staffing choices and arrangements. Thus, at the earliest opportunity, institutions should end the present widespread practice of having part-time students taught on an overload basis, while regular staff instruct full-time students as part of their normal contractual obligations. Ideally, no students should be taught by staff on salary supplements. But as long as budgetary constraints make such practices necessary, their use should be spread fairly over all programs.

part-time students should have a range and quality of learning opportunities equal to those available to full-time students . . .

In its various forms, lifetime learning suggests an increasing interplay and integration of learning with work. Where possible, the design of curricula should facilitate this trend. Accordingly, formal programs in universities and colleges should be more fully integrated with opportunity for experience and practice, so that pertinent practical experience gained outside formal institutions may be substituted for conventional laboratory and practice work. On the graduate level, institutions of post-secondary education should be encouraged to create programs that will permit students to include and integrate into their course of study related research pursued in industry or government.

In a related area, students and employees should be encouraged to intermingle study and work in ways that are now uncommon. Cooperative, part-study/part-work programs should be multiplied in our post-secondary institutions; and a wide range of professional and salaried employees should be encouraged to participate through the

provision of special subsidies or other incentives, and through increased opportunities for time off for study.

cooperative, part-study/part-work programs should be multiplied . . .

To make lifetime learning opportunities more widely available, post-secondary institutions should give persons who have been out of full-time education for two or more years, and who have reached a minimum age of 18, conditional admission to appropriate programs without asking them to meet formal requirements. In suitable cases, secondary-school students should be permitted to study part time at post-secondary institutions. And so that learning might proceed through the accumulation of knowledge from pertinent sources, part-time students should be permitted to enrol in or withdraw from post-secondary institutions, and to attend two or more institutions simultaneously. In such cases, the degree-granting authority may be an existing institution or the proposed Open Academy of Ontario.⁵

To recognize and support the important contributions that a number of organizations are making in the development of adult and continuing education, the proposed Council for the Open Educational Sector should allocate and distribute grants to help to cover some of their operating and fixed overhead costs.

Finally, to further help in the integration of education and society, student housing should, wherever possible, be made a part of general-purpose public housing, and public support provided on that basis. Such a policy would also permit a more rational assessment of overall social needs in housing and more flexible, multi-purpose use of public housing facilities.

Many persons returning to study after years of absence or in order to move from one occupation to another require makeup work. Although the provision of such work for participation in post-secondary programs should essentially be a school board responsibility, there may be cases in

⁴ See Chapter 7 of this Report.

⁵ Discussed later in this chapter.

which the student's interests require that some programs be offered in colleges, universities, or similar institutions. In this event, the appropriate councils for post-secondary education⁶ should enter into agreements with local boards of education to provide these services in a flexible manner.

Our concern with lifetime learning must be directed not only towards the elimination of barriers to educational opportunities for adults in their later years, but also towards the removal of educational requirements that have become antiquated for younger adults. We therefore concur in the recommendation of the Hall-Dennis Report⁷ that the present grade 13 standard of education should be attainable in 12 years, allowing entry to all forms of post-secondary education after 12 years of schooling. In our view, a fifth year of secondary education is educationally unnecessary; it is also a socially undesirable barrier to wider access to post-secondary education. Much of the social screening that is now attributed to post-secondary educational institutions occurs, in fact, by grade 9, when the streaming of students starts. By abolishing the thirteenth year, and without diminishing the quality of education, we will be increasing the educational opportunities of our students and decreasing the social distance separating the different kinds of post-secondary educational institutions in Ontario.

* * * * *

Although colleges and universities are likely to remain leading centres of continuing education in Ontario, we do not think that they can accomplish this task alone without seriously eroding their integrity through overloading. For that reason, and in order to promote further innovation in the field of lifetime education, we propose that a wholly new institution be established, the Open Academy of Ontario.

*a wholly new institution
should be established to
provide learning through
innovative methods and in
new settings . . .*

The Open Academy should have three principal duties. First, it should provide a broad range of educational services to individuals and groups not presently served by existing institutions. To this end, it should generate its own courses and programs, using the existing learning resources of colleges, universities, libraries, museums, art galleries, and similar institutions, and make them widely available through innovative methods and in new settings. With the right faculty and through the coordination of available resources, the Open Academy should have a special appeal for the many adults who desire knowledge but feel inadequate or fear failure when faced with the present system. Responding to need and not constrained by tradition, the Open Academy should provide pertinent learning opportunities in factories, school meeting rooms, store fronts, hospitals, libraries, and senior citizens' homes. Moreover, it should broaden its outreach by entering into agreements with the Ontario Educational Communications Authority to develop educational programs at the post-secondary level for transmission to the far corners of the province by radio, television, and cassettes.

Second, the Open Academy should provide an evaluation service available on request to the people of Ontario; and third, it should award diplomas and degrees formally earned in its own programs or through learning attained in any manner, carefully evaluated by competent authorities appointed on a flexible and ad hoc basis. These evaluation and testing services should provide instruments to recognize the great amount of learning that occurs beyond formal institutions, as well as incentives for independent and non-sequential studies. When these services are established, we foresee an increase in advanced placement, enhanced transferability, and certification by degree or diploma of those who, though not graduates of established institutions, have achieved an equivalent level of competence in their fields.

⁶ See Chapter 7 of this Report.

⁷ *Living and Learning, The Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario*, Toronto, 1968, p. 180.

In short, as an alternative to existing institutionalized education, the Open Academy should provide individuals with a further choice of learning situations. Its methodology and evaluation services should allow teachers and students to coordinate learning programs chosen from those available both within and outside formal educational institutions. And a blending of media-directed studies and faculty-student contacts in various locales should allow traditional concepts of pedagogy to be combined with new methods in ways best suited to the particular wants and circumstances of many Ontarians throughout the province.

Because the Open Academy is an experiment in learning, we recommend that it be started on a modest scale and that its programs be expanded gradually in response to need and following evaluation of its developing services. It should, where possible, combine educational services already available with those peculiar to itself in a way that realizes a fruitful and financially viable partnership with the administrations, faculties, and facilities of our colleges and universities. In similar fashion, it should serve as a catalyst in using and making widely available the learning resources of local public libraries, science centres, art galleries, and museums. Indeed, the effectiveness of the Open Academy will depend partly on the availability of supporting instructional materials in the communities that it reaches. Such materials include books, periodicals, films, video tape recordings, playback machines, and home laboratory kits. Libraries beyond commuting range of post-secondary educational institutions should therefore be given special grants, where necessary, to assemble supporting materials for the learning programs of the Open Academy.

the Open Academy should serve as a catalyst in using and making widely available the resources of public libraries, science centres, art galleries, and museums . . .

Although the Open Academy requires separate powers and an independent status to establish its academic credibility and to play a creative role in post-secondary education, we do not offer

detailed recommendations regarding its structure and governance. But we do propose that for purposes of funding, planning, and coordination, it should be grouped with libraries, science centres, museums, and art galleries in a separate sector, to be called the open educational sector. Through this organizational form, we hope to accomplish two goals. First, if the Open Academy is left outside the traditional university and college sectors and yet is closely allied with both, it will be insulated somewhat from the pressures towards homogenization of program and approach to which it would otherwise be exposed. Second, inclusion of the Open Academy in the open educational sector should facilitate close integration of its services with those of other institutions in this jurisdiction. To this end also, the governing body of the Open Academy should include a substantial representation from Ontario's cultural institutions and the general public. It is hoped that the proposed Council for the Open Educational Sector would undertake the establishment of the Open Academy as one of its first tasks.

the arena in which monies for education are allocated should be enlarged to include representatives of institutions in the open educational sector . . .

The inclusion of public libraries, museums, science centres, and art galleries within post-secondary education is more than a bureaucratic convenience. It is meant both to recognize the important role that these institutions have traditionally played in adult, life-long education and to provide them with the organizational and financial means to improve the quality and accessibility of their current endeavours and to assume new functions. In the past, the bulk of the educational dollar has been directed towards the support and expansion of the college and university sectors, while these other institutions have been starved for funds. In future, however, if the promises of continuing education are to be more widely realized in Ontario, this sector will have to receive more support. To make this possible, we propose that the arena in which public resources for education and culture are allocated be enlarged to include representatives

of these institutions. The establishment of the open educational sector with its own council should constitute an important step in this direction.

The creation of this sector should also facilitate the coordination of activities within it and cooperation between it and other sectors. We recognize, of course, that the varied institutions included within this organizational framework engage in many activities in which education, *per se*, is only incidental. For this reason, care should be taken to establish organizational links to ensure that the colour and tone of the many cultural and artistic functions of these institutions are preserved, while their learning resources are improved and made more widely available. It should be noted as well that the institutions and agencies in the open sector have many cross-connections with secondary and primary education that should be maintained and developed.

The subject of libraries requires additional comment. Libraries have a special obligation to facilitate access to learning resources for persons throughout their lifetime. Citizens of Ontario therefore should have access — subject to reasonable rules and regulations — to all libraries, including those in universities, colleges of applied arts and technology, and secondary schools. In this context, the term *access* requires some explanation. By access we mean that any citizen of Ontario has the right to ask for and receive the services of any publicly supported library, if he can demonstrate a particular need and if this need cannot be met by a library of primary direct public access. This should be true both for the kinds of libraries mentioned above and for those with a special clientele and a particular function. Obviously, in the case of rare books and specialized collections, rules must apply to protect and preserve the collection; but such rules must not prevent those with a need from using the library's resources. The main point is that libraries must be functional. A client cannot function in his own distinctive learning process unless a special library offers him resources that he cannot otherwise obtain.

As for university and college libraries, while their prime responsibility is to their students and

teaching staff, this does not preclude their being open to serve the demonstrated learning needs of Ontario's citizens.

The foregoing remarks apply not only to libraries in universities, colleges, and schools, but to those in museums, art galleries, science centres, and government buildings, and in some degree to regional and county libraries where these hold collections serving institutions in an area and are not meant for primary access in themselves. A major answer to the problem of effective access is the provision of a better library informational network and distribution system; and in this regard, the present system requires much improvement.

how should education relate to vast regions that differ markedly in their economic development, population density, social structure, and ethnic and religious composition? . . .

The creation of the open educational sector is directed to the further problem of providing geographical access to learning opportunities for individuals and groups throughout the province. This difficult question is one of relating education to vast regions that differ markedly in their economic development, population density, social structure, and ethnic and religious composition. In the field of post-secondary education, policies must be adopted which are appropriate to a social landscape shared by metropolitan centres of immense complexity, farming communities that are socially less complex, and a profusion of thinly settled, pioneering villages and hamlets in geographically remote areas. The populations of such diverse centres as Dryden (a mill town), Orillia (an industrial and recreational centre), and Hamilton (a metropolis dominated by heavy industry) have many common learning and cultural needs. But they also have unique learning and research requirements stemming from their particular regional circumstances. In responding to both sets of needs, the post-secondary system should be guided by the clear rule that no individual should be denied access to suitable learning and cultural experiences because he lives in an area that is distant from the large urban

centres. This does not mean, however, that the full range of educational, cultural, and research services required by the people of Ontario should be provided in all learning centres.

To provide geographic access to the learning options of sequential and continuing education, departures are needed in at least four areas. Two have already been proposed: the establishment of the Open Academy of Ontario; and a broadening of access to, and greater integration of, the learning resources contained in public libraries, science centres, art galleries, and museums across the province. In addition, other population centres should be provided with post-secondary programs and centres; and post-secondary institutions in the North should pay close attention to serving regional learning and research needs. Success in all of these areas will require considerable innovation and an adjustment of attitudes towards ways of providing educational services.

***other population centres
should be provided with
post-secondary programs . . .***

Existing institutions will play a considerable role in helping to provide educational services to communities lacking them. At present, a number of population centres in Ontario have a college of applied arts and technology but no university (the reverse is not true). Where such colleges are located beyond a reasonable commuting distance of a university, they should cooperate with a provincially supported university in establishing suitable programs in their localities. This assistance may involve the provision of facilities, administrative services, and, in suitable cases, staff. Where feasible, the resources of the Open Academy of Ontario also should be used in the provision of such programs.

Moreover, in communities in which there are no universities, university branches, or colleges of applied arts and technology, which are beyond reasonable commuting range of such institutions, and which can achieve a viable enrolment, existing post-secondary institutions should establish suitable educational programs. The towns of Brantford, Chatham, and Orillia clearly fit into this category. Special grants should not be

necessary for establishing programs of this kind, but they may be needed to provide adequate library collections.

Finally, in order to encourage local initiative in overcoming some of the problems of geographical access, the Government of Ontario should adopt policies permitting the establishment — through local, community, or private initiative, and with substantial local and private financial support — of a number of small, limited charter colleges on a scale varying from approximately 200 to 1,000 students in various localities in the province.

In two separate reports, we have considered some of the problems involved in meeting the learning needs of northern regions.⁸ We have distinguished three essential functions that should be performed by post-secondary institutions outside the densely populated areas. First, colleges and universities in all regions should mount a minimal range of conventional programs in the arts, the sciences, and vocational education. Second, regional institutions should develop a number of special courses and programs reflecting the distinctive needs of their areas. Although unit costs for some of these offerings would likely be higher than those for conventional programs, the expenditure would be justified on the grounds that such programs served a particular local need, that their unique traits attracted students from other parts of the province, and that they enhanced the diversity of the entire post-secondary system. Third, because population centres in the area are relatively small and far apart, post-secondary institutions should strive to design extension programs that may be pursued by individuals in the communities or towns where they live.

The performance of these three functions will require increased cooperation and coordination among institutions. In thinly populated regions in particular, colleges, universities, and institutions in the open educational sector should exchange information, share personnel, design and mount

⁸ See Commission on Post-Secondary Education in Ontario, *Post-Secondary Education in Northwestern Ontario* (Toronto: Queen's Printer, 1972) and *Post-Secondary Education in North Bay and Sault Ste. Marie* (Toronto: Queen's Printer, 1972).

cooperative programs, and share fixed and other assets in order to maximize the use of necessarily limited educational resources. Programs which have relatively low enrolment, require heavy capital outlays, and therefore incur high unit operating costs should be offered in a limited number of centres only. This guideline should apply to such studies as medicine and dentistry, and to most programs at the master's and doctoral levels. To make these programs accessible to all qualified students in Ontario, adequate incentives and admission policies should be created.

in thinly populated regions, colleges, universities, and institutions in the open educational sector should cooperate to maximize the use of limited educational resources . . .

This effort to define more clearly the broad functions of institutions in sparsely populated areas is consistent with our goals of diversity and flexibility in education, as well as those of quality and economy. It is designed to make Ontario's system of post-secondary education more responsive to local needs. It should, in particular, help to arrest and turn back the drift towards homogenization of programs that is evident among colleges and universities throughout the province. We became acutely aware of this trend in our survey of curricular patterns in Ontario. For example, many of the post-secondary institutions in northern Ontario have made significant progress in offering a wide range of high-quality learning programs to their students. But in their efforts to offer the same range of programs and types of courses available in areas of high population concentration, they have tended to neglect some of the more pressing local needs. These include the academic upgrading of employees in basic industry, research related to the economy and society of the North, learning opportunities for persons in outlying communities, and appropriate educational services for native peoples and Franco-Ontarians.⁹

institutions in the less populous regions should adopt greater self-reliance as their primary goal . . .

If these shortcomings in the content and delivery of educational services are to be remedied, colleges, universities, libraries, museums, and cultural and community centres in the less populous regions will have to make the necessary adjustments. In doing so, they should adopt greater self-reliance as their primary goal. This means using a yardstick that is partly shaped by local need. Staff, students, administrators, and board members must stop measuring the quality of their facilities, programs, and research exclusively by the gauge of educational development elsewhere.

* * * * *

A society which strives to provide individuals with lifetime learning options and alternatives must also give them the possibility to acquire the tangible symbols of accomplishment in these ventures. We may regret our society's obsession with degrees and diplomas; but as long as our present attitudes and social arrangements remain unchanged, it is reasonable for people to desire them. For this reason, we recommend that degrees and diplomas should be awarded both for learning undertaken within institutions and for comparable achievement without. This objective should be accommodated in three ways. First, as already proposed, the Open Academy of Ontario should create an evaluation service that provides examinations on request and awards degrees and diplomas on the basis of performance. Second, transfer or add-on programs or courses, as recommended throughout this Report, should be provided where needed, permitting individuals to move vertically as well as horizontally both within and between specialties without having to repeat requirements previously satisfied. Third, institutions with established programs should be permitted to award suitable degrees. Thus, the Ontario College of Art should be granted the right to award a bachelor's degree for its present program of studies (that is, without an additional year being required) and individual colleges of

⁹ This particular problem is discussed in detail in chapters 4 and 5 of this Report.

applied arts and technology should be permitted, if they wish, to award distinctive bachelors' degrees, such as the Bachelor of Technology (BT) and the Bachelor of Applied Arts (BAA), to students successfully completing their present three-year programs in the appropriate divisions.

degrees and diplomas should be awarded both for learning undertaken within institutions and for comparable achievement without . . .

A final comment must be made on the subject of transfers between different kinds of post-secondary educational institutions. Although the present system of haphazard and uncertain transfers from colleges of applied arts and technology to universities clearly brings hardships to individual students, a formal, uniform system of transfers would, in our view, diminish the variety present in our post-secondary educational system. If a transfer policy stipulated that X credits in a college were worth Y university credits, X and Y could be either equal or unequal. If they were equal, then the colleges of applied arts and technology would actually become junior colleges, a policy rejected by the Ontario government and equally by this Commission. If they were not equal, this would imply that the colleges' courses were either inferior or superior to university courses. But that implication is unacceptable; while these courses

may or may not be "equal", they should be different. Furthermore, a uniform transfer policy would very likely be followed by a uniform syllabus or by a tendency of colleges of applied arts and technology to imitate university undergraduate courses.

parity of esteem among all forms of post-secondary education should be our goal . . .

We suspect that the real problem — and its solution — lies neither in the imposition of an artificial uniformity on the whole of post-secondary education, nor in any decreed comparability of academic quality. What is needed is parity of esteem. We recognize that "prestige and quality differences will always exist among individual institutions, and in this sense more and less noble universities or colleges; what is important is that these differences do not apply to whole categories of institutions, e.g., university versus non-university sector".¹⁰ Only social attitudes of this kind will enable Ontario's post-secondary system to help its adult population to chart the courses of their individual and community lives through education. Ontarians have richly varied origins and interests, and they need a great diversity of learning environments in which to shape their lifetime goals and to acquire the skills needed to function in today's complex and ever-changing world.

¹⁰ OECD (Paris, June 1971) *Towards New Structures of Post Secondary Education*.

Recommendation 1

The Government of Ontario should, through its own actions and through encouragement of appropriate policies on the part of other governments and private and public organizations, provide socially useful alternatives to post-secondary education. Increased support for programs such as the Canadian University Service Overseas, Frontier College, in-service training, and some Opportunities for Youth projects would benefit society as well as afford viable, paid alternatives to remaining in school.

Recommendation 2

Where they do not yet exist, in-service training programs should be developed in a wide range of industrial, non-industrial, governmental, and non-governmental occupations as alternatives to programs of formal post-secondary education.

Recommendation 3

Where appropriate, the alternatives should be funded reasonably per individual per annum, as compared with formal types of post-secondary education.

Recommendation 4

Ontario should develop a provincial manpower policy that is compatible with those developed by the federal government and by other provincial governments.

Recommendation 5

Community involvement in manpower programs should be emphasized by the establishment of

- (a) community employment advisory committees; and
- (b) community boards of appeal for individuals who consider that government decisions regarding training are unreasonable in their particular case.

Recommendation 6

Additional emphasis should be placed on pre-training programs — that is, on programs which prepare an individual in advance for a change in occupation. Retraining should be provided for those who need it.

Recommendation 7

The Province of Ontario should seek financial assistance from the federal government to support the development and administration of manpower pre-training and retraining programs.

Recommendation 8

To facilitate adequate planning of pre-training and retraining programs, funds supplied to colleges of applied arts and technology and other authorized institutions for these purposes should be provided on a long-term basis.

Recommendation 9

Where justified, examinations for admission to any trade or profession should be available in English and French and in other languages on request.

Recommendation 10

Legislation, structures, and programs should be devised to facilitate the return to learning opportunities for professionals, salaried employees, wage earners, and all other persons residing in Ontario.

Recommendation 11

The Government of Ontario should, by legislation and example, provide opportunities for the employment of secondary-school leavers who wish to pursue post-secondary education on a part-time basis. This should be accomplished by the provision of patterns of employment that permit intermittent and part-time study.

Recommendation 12

Where possible, institutions of post-secondary education should provide part-time students with a range and quality of learning opportunities equal to those available to full-time students.

Recommendation 13

Formal programs in universities and colleges should be more fully integrated with opportunity for experience and practice, so that pertinent practical experience gained outside formal institutions may be substituted, where feasible, for conventional laboratory and practice work.

Recommendation 14

Institutions of post-secondary education should be encouraged to create graduate programs that would permit students to include and integrate into their course of study related research pursued outside the institution in industry or government.

Recommendation 15

Provision should be made for employees to have the right to time off for study. Employees should also be given special subsidies or other incentives to participate in cooperative, part-study/part-work educational programs.

Recommendation 16

All persons who have been out of full-time education for two or more years, and who have reached a minimum age of 18, should have the right to conditional admission to post-secondary education in appropriate programs without having to meet formal requirements.

Recommendation 17

In suitable cases, secondary-school students should be permitted to study part time at post-secondary institutions.

Recommendation 18

In order that learning may proceed through the accumulation of knowledge from pertinent sources, part-time students should be freely permitted to enrol in or to withdraw from post-secondary institutions, and to attend two or more institutions simultaneously. In such cases, the degree-granting authority may be an existing institution or the proposed Open Academy of Ontario.

Recommendation 19

Wherever possible, student housing should be made part of general-purpose public housing, and public support should be provided on that basis.

Recommendation 20

The proposed Council for the Open Educational Sector should allocate and distribute grants to organizations that are making important contributions to the development of adult and continuing education to help to cover some of their operating and fixed overhead costs.

Recommendation 21

Although the provision of makeup work for participation in post-secondary programs should essentially be a school board responsibility, there may be cases in which students' interests require that some programs be offered within post-secondary institutions. In such cases, the appropriate proposed councils should enter into agreements with local boards of education to provide these services in a flexible manner.

Recommendation 22

The present grade 13 standard of education should be attainable in 12 years, allowing individuals entry to all forms of post-secondary education after 12 years of schooling.

Recommendation 23

There should be established within the open educational sector an Open Academy of Ontario. It should:

1. Provide educational services at the post-secondary level by
 - (a) developing new programs suited to the needs of students not presently served in existing institutions by using the educational resources of the open educational sector as well as those of the other sectors, and
 - (b) entering into agreements with the Ontario Educational Communications Authority to develop appropriate post-secondary educational materials and programs that would be offered by radio and television;
 2. Provide a testing and evaluation service available on request to the people of Ontario; and
 3. Award degrees and diplomas formally earned in its own programs or on the basis of criteria established for services provided under 2.
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Recommendation 24

To provide supporting materials for courses given by the proposed Open Academy of Ontario, libraries beyond commuting range of post-secondary educational institutions should, where needed, be given special grants to expand their holdings.

Recommendation 25

Citizens of Ontario should, subject to reasonable rules and regulations, have access to all libraries, including those in universities, colleges of applied arts and technology, and secondary schools.

Recommendation 26

Colleges of applied arts and technology located in communities beyond a reasonable commuting distance of a university should assist provincially supported universities in establishing suitable programs in their localities. This assistance may involve providing facilities, administrative services, and, in suitable cases, staff. In the provision of such educational programs, the resources of the Open Academy of Ontario also should be used, where feasible.

Recommendation 27

Existing post-secondary institutions should establish educational programs in communities in which there are no universities, university branches, or colleges of applied arts and technology, which are beyond reasonable commuting range of such institutions, and which can achieve a viable enrolment.

Recommendation 28

The Government of Ontario should adopt policies that would permit the establishment of a number of small, limited charter colleges on a scale varying from approximately 200 to 1,000 students in various localities in the province through local, community, or private initiative and with substantial local and private financial support.

Recommendation 29

In thinly populated regions, colleges, universities, and institutions in the open educational sector should make special efforts to promote regional cooperation and coordination. Where feasible, they should exchange information, share personnel, design and mount cooperative programs, and share media resources and fixed and other assets. The proposed councils for the post-secondary sector and the institutions concerned should, in consultation with one another and with appropriate groups and bodies, establish and publish specific plans for achieving these goals.

Recommendation 30

In planning their curricular and research programs, post-secondary institutions in sparsely settled areas should pay particular attention to special regional needs, including the academic upgrading of employees in basic industry, research related to the economic and social possibilities and dilemmas of the North, learning opportunities for persons in remote communities, and appropriate educational services for native peoples and Franco-Ontarians, designed in close consultation with each of these groups. The responsiveness of institutions to regional needs should be further encouraged by the appointment of lay members to governing bodies from a representative range of centres and areas.

Recommendation 31

To further the goal of accessibility, post-secondary institutions in regions of sparse population should receive special extra-formula grants to offset the higher costs of providing extension programs to learners in remote communities.

Recommendation 32

Individual colleges of applied arts and technology wishing to award distinctive bachelors' degrees, such as the Bachelor of Technology (BT) and the Bachelor of Applied Arts (BAA), to students successfully completing their present three-year programs in the appropriate divisions should be permitted to do so.

Recommendation 33

The Ontario College of Art, if it so wishes, should be granted the right to award a bachelor's degree for its present program of studies (that is, without an additional year being required).

Chapter 4

Broadening the Spectrum

Change in education should never be advocated for its own sake, nor should short-term fashions shape its goals. But strategic pressures favouring long-term alterations in education should be recognized, isolated, and soberly assessed. Thus, while responding to the multiple learning needs of individuals, we should also explore new directions for meeting the educational wants of particular groups and society's urgent demands for new knowledge through research and scholarship and for a widening range of high quality professional services.

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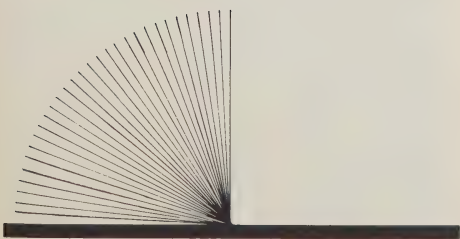
An equitable system of post-secondary education must respond to the needs of an increasing number of particular groups in our society. Of major concern to us are the social and cultural position of Franco-Ontarians,¹ the place of women in post-secondary education, and educational opportunities for native peoples.

***post-secondary education
must respond to the needs
of particular groups . . .***

Our approach to existing shortfalls or abuses is to propose remedies that flow from the logic of our values and guidelines.² A system that improves access for each of these groups must be flexible in its approach and diverse in the programs and learning environments it provides. It must be recognized, however, that non-educational issues also may be involved in the question of equity. For example, access to post-secondary education for women, as students or employees, is the proper concern of those with responsibilities in the post-secondary system. Yet the provision of day-care centres for the children of mothers who wish to enrol or work in the system (a measure that would unquestionably increase access) has implications for other areas of social policy which it is not our responsibility to evaluate. Accordingly, in addition to our own specific recommendations, we endorse a cooperative multi-discipline and multi-agency approach to problems concerning particular groups.

¹ Discussed in detail in Chapter 5 of this Report.

² See Chapter 2 of this Report.



Few subjects of public debate have drawn more attention recently than the changing role of women in our society. Discrimination against women in employment, the legal status of wives and mothers, the performance of unpaid labour by housewives, and the participation of women in "masculine" trades and professions and of men in "feminine" occupations are only a few of the issues that have been raised. In post-secondary education, the problems exist on two levels: for women as students, and for women as employees of institutions. At both levels, there are substantially fewer female than male participants in the post-secondary system, and these ratios have not perceptibly diminished over the last few decades.

few subjects of public debate have drawn more attention recently than the changing role of women in our society . . .

In responding to the needs of women in post-secondary education, all sectors and levels of the system should be guided by the principle of equity. There should be no discrimination on the basis of sex among employees in post-secondary education, whether among the faculty or in administration, in regard to pay, rank, and rate of advancement. Appropriate procedures regarding promotions should be adopted for women employed in both research and part-time teaching. Moreover, post-secondary institutions should increase the number of their part-time faculty and staff positions with career lines, so that individuals — both male and female — may more readily combine a career with family and other responsibilities.

There should be no discrimination on the basis of sex with regard to acceptance into any course of study, eligibility for financial aid, or right of access to faculty clubs, student centres, housing, and athletic facilities. Further, all programs offered in Ontario under the Occupational Training Act (Manpower Retraining Programs) should be open to women who wish to re-enter the labour force. At present, many of them are disqualified from such programs because of the length of time that they have been detached from the labour force. Finally, the post-secondary

system should recognize the biological and parental role of both students and employees by providing full-time or part-time maternity leaves and by creating day-care centres.

there should be no discrimination on the basis of sex with regard to acceptance into any course of study, eligibility for financial aid, or right of access to faculty clubs, student centres, housing, and athletic facilities . . .

By what combination of means should these broad goals be achieved? Exhortations alone are not enough. Clearly, the responsibility for the relatively low participation rates of women in higher education does not rest solely with institutions and government. The mores and structures of society constitute the larger context of responsibility. Yet even within the considerable realm for action remaining, institutions have done pitifully little to improve the rates of attendance and employment of women. The world of post-secondary education is as suffused with prejudice as is society at large; in addition, its unique system of tenure works against major shifts in employment patterns. Faced with these many obstacles, in our *Draft Report* we favoured the setting, enforcing, and monitoring of specific targets for the employment of women in post-secondary education. Statistical quotas and correlations were proposed as binding guides upon institutions. We now recommend a different approach. Hearings on the subject and a review of additional information have persuaded us that mechanical determinants of percentages and ratios, globally applied, are incapable of achieving the desired effect.

We now place the responsibility for change where it properly belongs. Each institution, in consultation with the appropriate organizations and councils, should prepare and publish specific plans indicating by what means, at what rates, and with what speed its proportion of female employees will be increased. Simultaneously, the proposed councils for universities, colleges, and the open educational sector should establish policies that will increase the participation of women, both as employees and as students, in post-secondary education.

each post-secondary institution should prepare and publish specific plans indicating by what means, at what rates, and with what speed its proportion of women employees will be increased . . .

The chief merit of this approach is its flexibility. It is compatible with the goal of preserving as much institutional independence as possible, and it encourages diversity in learning programs. Plans for change probably will vary among institutions, as well as among faculties, departments, and programs. Accordingly, to facilitate public discussion and coordination, we recommend that the proposed Ontario Committee on Post-Secondary Education fully monitor the participation of women throughout the post-secondary system and that its findings be published.

The success of these related measures involving the preparation, publication, and realization of specific plans will depend on the extent of support they receive from concerned pressure groups in institutions and at the provincial level. If this approach should prove to be ineffective, the three sectoral councils should consider the possibility of adopting and enforcing specific quotas for the employment of women in the system.

* * * * *

None of the major identifiable groups in Ontario has been less involved in post-secondary education than the native peoples — the Indians (status and non-status), Métis, and Eskimos. The problem, however, goes beyond the context of the post-secondary system. Low levels of participation in colleges and universities reflect deeply rooted cultural and social issues that have determined the relationship of the native peoples to schooling on all levels. For example, from the first year of primary to the last year of secondary school, Indian students suffer a staggering 94 per cent attrition rate.³ Obviously, if the native peoples are to become more involved in education beyond high school, basic changes

must be made at earlier levels of education and in non-educational areas of their lives.

The native peoples should benefit from the implementation of many of our general proposals. Considerable scope for remedies and new departures is offered by recommendations aimed at increasing access, providing incentives for individuals and groups to use educational services, and encouraging institutions to respond flexibly to diverse learning and research needs. The proposed Open Academy, for example, may bring together appropriate teaching and scholarly resources of colleges, universities, and other institutions in programs tailored specifically to the needs of the native peoples. In addition, the proposed financial measures to aid persons of low socioeconomic status should help to widen access to all post-secondary programs for certain groups among the native peoples, especially members of the non-status Indian and Métis communities.

special efforts are needed to place post-secondary education at the service of the native peoples . . .

Yet these expanded opportunities are not adequate to meet the pressing need for meliorative action. Special efforts are needed to place post-secondary education at the service of the native peoples. If the mistakes of previous endeavours are to be avoided, however, all new proposals must be based firmly on two explicit principles. First, representatives of the native peoples should themselves participate centrally in the making of decisions that affect their education. Only the recipients of special programs can judge their effectiveness; and only in this way can a start be made in overcoming suspicions among the native peoples that formal schooling is meant to impose upon them Euro-Canadian values.

In the past, learning for the native peoples almost invariably has been designed by members of the Euro-Canadian community. Education admittedly serves the objectives which a society

³ Environics Research Group, *Post-Secondary Educational Opportunity for the Ontario Indian Population, A Study Prepared for the Commission on Post-Secondary Education in Ontario* (Toronto: Queen's Printer, 1972), p. 176.

deems valuable. But the goals and values of the native peoples and those of Euro-Canadians often diverge markedly. The results for the former can be catastrophic. Indians, for example, frequently are aliens in the school system, finding little that reflects their values or serves their purposes. Robbed of their own culture and rejected by the dominant Euro-Canadian community, many become marginal people with little dignity and much self-hatred. To a degree, Indians are already grappling with this problem: they have established some school committees, some sit on school boards, and some have founded Indian organizations committed to securing an Indian voice in Indian education. But additional avenues of influence are needed on all levels, including that of post-secondary education.

native peoples should be assured a voice in all areas affecting their cultural and educational needs . . .

We therefore recommend the establishment of an Advisory Committee on Post-Secondary Education for the Native Peoples of Ontario. This body should be appointed by the responsible Minister following consultation with the appropriate associations of the native peoples. It should advise the proposed councils in the four sectors of post-secondary education on all matters pertaining to post-secondary education for the native peoples of Ontario. In addition, native peoples should be represented on committees, commissions, task forces, and similar groups dealing with matters affecting their cultural and educational needs.

The right of native peoples to participate in making decisions about their educational future should be supported by a second principle: special efforts to enhance educational opportunities for the native peoples should pursue goals not only meaningful, but attainable. Nothing could be more damaging to such efforts than a further juxtaposition of resounding rhetoric with equally resounding failure. Hence, a distinction should be made between areas in which initiatives are needed immediately to serve urgent learning and research needs and those which are less crucial.

Priority should be given to developing special programs to prepare native peoples in the fields of teaching, health care, vocational education, and guidance. Special efforts also should be directed towards the provision of appropriate educational and cultural services to adult learners among the native peoples. After consultation with the Advisory Committee and other appropriate organizations of the native peoples, the councils and institutions in all sectors of post-secondary education should prepare proposals, including those for extraordinary admissions and remedial programs, to provide the initiatives needed in these areas.

the goals set for special efforts to increase educational opportunities for native peoples should be realistic and attainable . . .

The provision of adequate library services for native peoples also deserves priority. To this end, appropriate municipal, university, college, and secondary-school libraries should be encouraged and supported in providing a ready supply of books, periodicals, and other materials of interest to this group. In addition, native peoples should be adequately represented on library boards in areas where they reside.

the temptation exists to make the study of Indian, Métis, and Eskimo society and cultures an industry — an industry committed more to its own preservation and growth than to serving its clientele . . .

New beginnings and alternative approaches are similarly required in the field of research. Recently, an increasing body of scholarly research has been directed to examining the life and problems of the native peoples of Canada. Much of it is undoubtedly of value to the native peoples: it illuminates their dilemmas and suggests alternative strategies for dealing with them. But it is also true that much research has been shaped principally by the academic and professional aspirations of the researchers themselves, whether as candidates for advanced degrees or as professional academics. As is the

case in approaches taken to many other social problem areas, the temptation exists to make the study of Indian, Métis, and Eskimo society and cultures an industry — an industry committed more to its own preservation and growth than to serving its clientele.

Here, as in the area of learning, self-direction by native peoples should be the guide. Consequently, we propose that a Native Peoples' Educational Research Centre be established. It should not be attached to a particular institution, but should be governed by a board consisting of a majority of representatives of native peoples. The Centre should conduct and sponsor studies of relevance to the native peoples of Ontario; and as a special task, it should undertake research that will help to shape pertinent educational policies. Because of the interdependence of post-secondary education and other areas of social life, the Research Centre could become a vital nucleus of policy studies across the breadth of social issues affecting native peoples.

The proposed Council for the Open Educational Sector should be responsible for the appropriate funding and coordination of the efforts recommended above, while the proposed Ontario Committee on Post-Secondary Education should monitor the provision, use, and effectiveness of programs in this area.

* * * * *

Attention to the learning wants of particular groups in Ontario must be matched by concern for society's needs for new knowledge. Traditionally, one of the chief functions of institutions of higher learning has been the expansion of such human knowledge through research and scholarship. During the past decade, research has become the focus of widespread concern and controversy; several reports⁴ have emerged dealing with the complex social role of

research and the part played by universities in its generation.

Although these studies differ in some of their views, they agree on a number of general conclusions with which we also concur. First, in their quest for *what is* and *what ought to be*, research and scholarship constitute a vital endeavour of modern societies. Second, research, particularly in Canada — whether defined as pure or applied, frontier or reflective, mission or curiosity-oriented — tends to take place either in universities or in close association with them. Third, the teaching and learning functions of post-secondary institutions frequently suffer because of existing government, foundation, and institutional arrangements for planning, funding, and organizing research. Fourth, mechanisms which would enable society to scan its knowledge needs and make rational decisions about its research priorities are deficient or totally lacking.

*research has become the focus
of widespread concern and
controversy . . .*

Further, we agree with the more specific judgements of Bonneau and Corry that in the 1960s the laissez-faire approach which government, granting agencies, and institutions took towards the sponsorship of research had a number of unfortunate consequences:

First, no university had gone very far in settling its objectives in research in the sense of fixing priorities in areas of research activity or thinking out a balance between basic and applied research. Second, graduate work had been over-extended in the sense that (a) a number of universities not yet equipped, in senior personnel, in range of specialties and sub-specialties, or in library and laboratory resources, had entered on graduate studies and (b) that nearly all universities had been too easy in their standards of admission to PhD

⁴ Louis-Philippe Bonneau and J. A. Corry, *Quest for the Optimum: Research Policy in the Universities of Canada* (Ottawa: Association of Universities and Colleges of Canada, 1972); Senate Special Committee on Science Policy, *A Science Policy for Canada* (Ottawa: Queen's Printer, 1970), vol. 1; Science Council of Canada (the Macdonald Committee), *The Role of the Federal Government in Support of Research in*

Canadian Universities (Ottawa: Queen's Printer, 1969); Joseph Ben David, *Fundamental Research and the Universities* (Paris: Organization for Economic Co-operation and Development, 1968); and Anthony H. Smith, *The Production of Scientific Knowledge: An Overview of Problems*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972).

programs. Third, as a result of the above, significant numbers of mid-dling, and even low, grade B graduate students had been taking up space and effort in the graduate schools, and often, whether fortunately or unfortunately, dropping out. Fourth, there had been considerable duplication of expensive equipment and instruments, sometimes within the one university and often in contiguous universities.⁵

Finally, there is also the question of the quality of much of the research undertaken. As Bonneau and Corry observe:

In our hearings at the universities, we asked senior officers how they would judge the quality of the research done in projects completed in recent years. There was understandable reluctance to be specific, but there emerged in many universities, general acknowledgement that a significant fraction of the research had been of indifferent quality. Those estimates confirmed our own impressions gained from experience on the National Research Council and the Canada Council that too much of the research funded has been pedestrian, often because it was pedestrian in conception. All these estimates are impressions which cannot be quantified but some confirmation of them comes from estimates in other countries about the proportion of high class ventures among the total research projects supported. These estimates mostly run between 5% and 10 %. The big unanswered question is how many of the remaining 90% to 95% have to be supported as the necessary price for finding out (1) who the inspired researchers are, and (2) who are the reliably competent. Just because the inspired are so few, there is need for substantial numbers of the reliably competent.⁶

In Ontario, a major obstacle to the rationalization of research policies by government, institutions, and individual researchers has been the particular method of determining the total public support

of an institution's current operations. At present, all endeavours of a university, including research, are supported largely on the basis of weighted student enrolment. To help overcome this difficulty, we propose a system of public funding that separates the public support of a certain category of research from that of instruction.⁷ In this way, decisions regarding areas of research and levels of support can be uncoupled from current enrolment and determined through a more conscious weighing of the need for new knowledge and social priorities. This is not to minimize the substantial obstacles that must be surmounted before this goal can be achieved. In particular, granting authorities should consciously resist the inertia present in today's granting system — the powerful inclination to award research support principally to research programs with a basic Ph.D. orientation.

a major obstacle to the rationalization of research has been the formula method of determining public support . . .

The successful adoption of such a policy offers a number of clear benefits. First, it should make it possible to distinguish the institutional function of research from that of professional and graduate instruction. To be sure, the teaching of graduate students at advanced levels requires a strong research component; all graduate instructors must engage in the process of discovery, and much funded research should continue to be undertaken in close association with graduate and professional education. But the converse is not true; much research can and should be undertaken in the absence of graduate students. The scholarly needs of Ontario require that the many talented researchers in institutions that do not now offer fully developed graduate programs, or wish to develop them, be supported in their work. The separate funding of research not essentially related to teaching and instruction should make this possible.

Moreover, this policy should permit a greater concentration of graduate work, especially at the Ph.D. level, in a limited number of centres of

⁵ Bonneau and Corry, *Quest for the Optimum*, p. 11.

⁶ *Ibid.*, p. 49.

⁷ See Chapter 8 of this Report.

quality. In the past, the mechanical linking of research funds to graduate instruction was one of the strategic forces behind the unplanned expansion of graduate work in all Ontario universities. If research support is provided to outstanding researchers in all centres, this pressure should diminish and permit the emergence of a more highly differentiated system of complementary institutions. At the same time, the opening of research opportunities to academics in mainly undergraduate centres should help such institutions to attract and hold teachers of the highest quality. In this way, it may contribute signally to raising the level of undergraduate learning.

In addition, the separate funding of certain kinds of research and instructional costs should act as a powerful solvent of institutional rigidities that presently impede province-wide collaboration among researchers with similar or complementary interests. It should also encourage a more flexible approach to new areas of knowledge that often require team research efforts and cut across traditional disciplinary lines. An intellectual community that aspires to remain responsive to shifts in scientific and scholarly premises, as well as to changes in society's research needs, must be freed of the close institutional identification of research endeavours and graduate programs.

Finally, the clear identification of research as an activity of national scope should facilitate more rational planning and funding. We wholeheartedly support the proposal put forward by Bonneau and Corry for the creation of mechanisms for further planning and coordination of research. Undoubtedly, there is merit in encouraging the exchange of information and voluntary cooperation among institutions and levels of government directly involved in funding and carrying out research activities. But effective rationalization, as the Bonneau-Corry study terms it, demands more than voluntary cooperation; it will require planning and coordination by bodies with executive powers in both the national and provincial arenas. We therefore endorse the recommendations of the AUCC study as a first step towards more effective planning on a nation-wide basis. Our own recommendations should hasten a realistic resolution of these issues at government and institutional levels.

Accordingly to foster planning and coordination of research activities in Ontario, the proposed councils for universities, colleges, and the open educational sector should, in consultation with one another, with institutions of post-secondary education, and with appropriate groups and bodies at the national and provincial levels, define broad research objectives for their sectors and devise suitable criteria for the allocation and distribution of provincial research funds.

At the same time institutions of post-secondary education should, in consultation with one another, with the appropriate councils, and with other groups and bodies, define their research objectives.

* * * * *

In the vast and challenging area of the professions, colleges, universities, and other post-secondary institutions have the singular opportunity of becoming catalysts of change. The conditions to which they should respond are summed up by a series of related questions close to the centre of public concern. How is the broad spectrum of existing and prospective professional services to be effectively provided so that persons needing such services receive them? How is the quality of professional services to be ensured? And how are the costs of these services to be kept within reasonable bounds without sacrificing the paramount goals of quality and equity?

how are the costs of professional services to be kept within reasonable bounds without sacrificing the paramount goals of quality and equity? . . .

Post-secondary education is obliged to consider these issues of effectiveness, quality, and cost at those points where its teaching and research intersect with the endeavours of individual professionals and their associations. Professional certification or licensing may be identified as one such crucial point. At present, many self-governing professional associations guard entry to their professions, deciding and enforcing conditions of admission. For post-secondary education, the principal issue in this area is the increasingly close and rigid link which professional bodies have tended to forge between formal education and admission to professional

practice. In recent years, broadened access to post-secondary learning has increased the number of qualified individuals seeking admission to professional careers. But many professional associations — often in the name of preservation of standards — have responded, not by increasing their membership, but by stiffening the educational requirements needed for admission to the profession. They have frequently stipulated the need for additional diplomas, degrees, or years of schooling, often in any field of university study. Similarly, as the range of professional services needed by society has expanded, certain professions have replied, not by diversifying their structure through the development of appropriate para-professions, but by having all tasks performed within the profession.

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These restrictive practices may result in very high costs to individuals, institutions, and society: to individuals, in the denial of access to useful and self-fulfilling occupations; to institutions, in strong pressures to shape professional learning programs, not according to public needs for skills and service, but according to the requirements of professional bodies; and to the public, in higher costs for professional education and in deficient as well as costly professional services.

In recent years, the public, the press, and governments have debated the question of making the professions more responsive to contemporary needs. It is widely recognized that the licensing powers exercised by professional bodies were delegated to them by government in another era. Then, the demand for admission to the professions was small; the complex interdependence among professional endeavours was not yet apparent; and the public financing of professional training, research, and services was minimal. At that time, too, present-day values of equal opportunity and human rights were not widely recognized.

Today, Ontarians demand a range of services inconceivable a century ago; public funds have become essential to the activities of many professions; and the vital interconnections of various professional tasks have become evident. As an important report on engineering education in Ontario has stated: "Many engineers will have to learn to function as members of interdisciplinary teams, and will require a broader education in the life sciences and social sciences in order that their technological decisions will have the desired social impact."⁸ The same may be said for many other professions as well. In short, at a time when professional associations are in a position to protect and further well-defined private interests, a complex and powerful public interest in the professions has emerged.

This interest is reflected in a number of studies and reports which agree generally that the "reform needed of professional organization must aim not only at its modernization, but also at its increased integration into society."⁹ Opinions differ, however, on the various steps needed to achieve this goal. The Ontario Royal Commission Inquiry into Civil Rights (McRuer Commission) has simply recommended that there be adequate safeguards against the use of standards of admission as a regulatory device to limit the number of those entering a profession.¹⁰ The Castonguay Commission has gone further, proposing the development of state and community representation on the governing bodies of professional associations while preserving the existence and powers of those bodies.¹¹ Another study¹² suggests the need for a Ministry of the Professions that would possess

⁸ Committee of Presidents of Universities of Ontario, *Ring of Iron: A Study of Engineering Education in Ontario* (Toronto, 1970), p. 4.

⁹ Commission of Inquiry on Health and Social Welfare (the Castonguay Commission), *Reports* (Québec: Queen's Printer, 1970), Vol. 7, part 5, tome 1, p. 33.

¹⁰ Royal Commission Inquiry into Civil Rights, *Reports* (Toronto: Queen's Printer, 1968).

¹¹ Castonguay Commission, *Reports*.

¹² Applied Research Associates, *Professional Education: A Policy Option*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972), p. 28.

general supervisory powers over professional associations and professional activities, including the setting and policing of requirements for licensing and certification.

We acknowledge that proposals for greater public involvement in certification and licensing lie outside our terms of reference. At the same time, however, we recognize that professional monopolies are a force of inertia in the provision of adequate services. Hence, society's awakening to its own unanswered needs must constitute the larger context for considering the role of post-secondary education in professional training. In professional and para-professional education, colleges and universities must free themselves of the hold of professional associations and become, more than previously, sources of innovation in generating professional knowledge and in devising suitable means for its delivery to individuals, groups, and communities.

in professional and para-professional education, colleges and universities must free themselves of the hold of professional associations and become, more than previously, sources of innovation . . .

Our proposals regarding the role of post-secondary education in research and training for the professions fall in three main areas: the links between certifying requirements and bodies on one side, and professional and para-professional educational programs on the other; the quality, efficiency, and orientation of curricular programs and research; and admissions policies of professional and para-professional programs and schools. In each of these areas, we propose broad approaches that flow from our aim of fostering an educational system that is socially responsive and maintains standards of high quality.

As a broad policy with general applicability in the area of jobs and careers, we propose that legislation be enacted to prevent discrimination in employment because of attendance or non-attendance at educational institutions. This legislation should reflect certain features of such contemporary human rights legislation as The

Women's Equal Employment Opportunity Act.¹³ For example, the establishment and maintenance of rigid employment classifications or categories, of separate lines of progression for advancement in employment, and of separate seniority lists on the grounds of educational certificates should be prohibited.

More particularly, in the professions justice requires equity of treatment for individuals of like competence and performance, regardless of the practitioner's formal educational background.

¹³ The relevant passages of The Women's Equal Employment Opportunity Act, 1970 R.S.O., c. 501, read as follows:

4. No person shall,
 - (a) refuse to refer to or recruit any person for employment;
 - (b) dismiss or refuse to employ or to continue to employ any person;
 - (c) refuse to train, promote or transfer an employee; or
 - (d) subject an employee to probation or apprenticeship or enlarge a period of probation or apprenticeship;

because of sex or marital status unless the work or the position cannot reasonably be performed by that person or employee because of sex or marital status.

Discrimination by employment agencies

5. No employment agency shall discriminate against any person because of sex or marital status receiving, classifying, disposing or otherwise acting upon applications for its service or in referring an applicant or applicants to an employer or anyone acting on his behalf.

Discrimination in employment classifications

6. No person shall establish or maintain any employment classification or category that, by its description or operation, excludes any person from employment or continued employment on the grounds of sex or marital status unless the work or the position cannot be reasonably performed by persons of that sex or marital status.

Discrimination in advancement

7. No person shall maintain separate lines of progression for advancement in employment or separate seniority lists that are based on sex or marital status where the maintenance will adversely affect any employee unless sex or marital status is a reasonable occupational qualification for the work.

Discriminatory advertising

8. No person shall publish or display or cause to be published or displayed or permit to be published or displayed any notice, sign, advertisement or publication that expressly limits a position to applicants of a particular sex or marital status.

Certification should be used solely to protect the public from incompetent practice. As the McRuer Commission has observed, licensing must ensure that those admitted to practice are qualified, but equally that all qualified aspirants are admitted to practice. Therefore, in order to promote equality of access to the professions and to ensure that the public costs of professional training are matched by corresponding benefits, the Government of Ontario should consider enacting legislation that, in suitable cases, prohibits the use by certifying bodies of set programs of study as requirements for taking professional and para-professional licensing examinations. Moreover, admission to professional practice in Ontario should be solely on the basis of suitable kinds of assessment of knowledge and performance undertaken at the point of entry into the profession. Entrants to practice should not be exempted from such assessment because they possess degrees, diplomas, or similar credentials.

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In the area of curricula, we have been encouraged by the trend in certain professional and para-professional programs towards greater flexibility, liberality, and social relevance.¹⁴ Professional education must enable students to gain mastery of a complex body of often highly specialized knowledge. But this should not become a narrow acquiring of technique alone. The public interest requires, too, that post-secondary institutions design their professional and para-professional study programs to provide students with a broad understanding of the social implications of their professional activities, and of the interplay and need for communication among related professions and para-professions.

Curricular innovations also should be designed to help professions to overcome difficulties in

adapting to changes in the services which society needs. While professions are able to maintain existing kinds and levels of service, their structure does little to encourage or support innovation. To illustrate, in the field of health care, new perspectives on total health care are being widely discussed. Yet, as the Mustard Report has observed, most physicians "have been trained with the implicit, if not explicit, objective of treating disease, with little attention to prevention and health promotion".¹⁵ The Report continues:

To be successful, the programs must be concerned with total health care and the team approach. This concern should cut across and be visibly recognizable in every department of the school. For example, how many basic science departments presently consider it important that they introduce students to concepts essential for thoughtful and effective approaches to comprehensive health programs? Surely the concepts of systems analysis, the team approach, cost-benefit relationships, the nature of the illness burden, methods of experimentation, and the evaluation of data, can be introduced into the preclinical years of the educational programs.¹⁶

professional education should consist in more than the narrow acquiring of skills . . .

More generally, one issue common to most professions is the underuse of the technical competence acquired by practitioners preparing for licensing. Many tasks presently performed by professionals could as well be performed by various para-professionals. In the health field, the skill required for bandaging a cut finger should not be confused with the training needed for family medicine or neuro-surgery. High quality of service across the health field may be maintained through a wide range of practitioners. Comparable examples exist in other professional areas, suggesting similar conclusions.

¹⁴ A notable example of this trend is a recent report of the Law Society of Upper Canada which offers eminently reasonable proposals for change in the admissions and curricular patterns of Ontario law schools. The Law Society of Upper Canada, *Report of the Special Committee on Legal Education*, Toronto 1972.

¹⁵ The Ontario Council of Health, *Future Arrangements for Health Education* (Ontario Department of Health, 1971) Monograph No. 1, p. 28.

¹⁶ *Ibid.*, p. 29.

We are persuaded that universality of access to professional services, high quality of service, and acceptable cost levels can be achieved only through the creation of a range of competencies in each profession and the establishment of a flexible system of licensure.

Accordingly, in professional areas where they do not yet exist, a range of training programs should be developed so that all specialties, including architecture, dentistry, engineering, law, medicine, social work, and teaching, might have an integrated spectrum of practitioners. These should include general practitioners, specialists, para-professionals, technicians, and assistants. This goal will require post-secondary institutions to undertake research and provide initiative in creating appropriate educational programs.

In a related area, special professional and para-professional curricula should be established where needed, together with a system of limited licensure which recognizes the skills acquired in this way. For example, programs might be established for students from among the native peoples wishing to serve the special needs of their communities in the health, teaching, and social fields.

In a world of rapidly changing knowledge, practitioners must remain current in their specialties. Hence, all professionals and para-professionals should, as a condition to maintaining their certification, participate in programs of continuing education or submit evidence of comparable efforts to remain current in their fields. Where possible, programs of this kind should be combined with formal, periodic reassessment and recertification. Equally, the post-secondary system should provide appropriate refresher, updating, and continuing education programs for persons seeking horizontal or vertical movement within or between professional areas. Concerted efforts should be made to level the barriers that prevent individuals at one professional level from advancing to another level; and admission to practice at more advanced levels should be on the basis of performance standards similar to those required for the registration of previously qualified practitioners. These proposals for transforming closed pyramids of segregated

professional monopolies into an accessible hierarchy of mutually interdependent, person-centred services are aimed at expanding the range of services while maintaining high standards.

Also crucial to the future of the professions are the selection procedures for admission to professional education. Here, professional and para-professional schools should ensure that professional associations do not have the power to establish admission standards. Moreover, society and the professions would benefit if persons with a variety of occupational goals, including administrators and social critics, undertook professional training. Accordingly, admission policies should be liberalized and, where possible, rigid, compulsory post-secondary prerequisites should not be required. Finally, special efforts are needed to ensure that a broader regional and social cross-section of Ontarians is admitted to professional study, particularly in those areas where student places are severely limited. Where needed, suitable makeup programs should be mounted and admissions procedures devised, including admission on the basis of a random selection among qualified applicants whose aptitudes and attainments indicate a reasonable probability of success. Individual institutions should submit specific plans to the pertinent sectoral councils indicating how and how quickly they propose to remedy these shortcomings in the composition of their student body.

* * * * *

The teaching profession occupies a special category in its relationship to post-secondary education. The education of teachers, for example, is a perennial subject of debate, for few activities are as socially sensitive as the preparation of those who shape future generations in important ways. We expect our teachers to equip our young people for socially and individually satisfying lives in a manner that both preserves important values of the past and prepares individuals for the future.

Until recently, elementary and secondary-school teachers were trained in separate institutions. The

current trend towards ending this segregation is one which we welcome. At present, preparatory programs leading to the certification of elementary and secondary-school teachers are provided in teachers' colleges and universities. Consistent with our principles of diversity and flexibility, we believe that some teacher-training programs leading to certification should be offered also in selected community colleges and anticipate the formation of such programs at the appropriate time.

As the integration of teacher training continues, each institution should consider offering varied programs of preparation. Some training programs should remain sequential in character, while others should be integrated with classroom work. In addition, post-secondary educational institutions engaged in teacher education should experiment with new forms of integration that combine practice teaching, apprenticeship, and formal academic education. In teaching, as in other programs where human relationships are vital, aspiring practitioners should learn their skills within the school environment in which they must function. This should help the prospective teacher to relate his academic and practical experiences, and allow those who evaluate his performance to judge his personal suitability for teaching. In a related area, pertinent work experience should be considered both in certifying and hiring elementary and secondary administrators, and in the appointment policies of post-secondary institutions.

Our concern for high-quality teaching is not limited to the schools. There is also the need to

ask what might reasonably be done to improve teaching in post-secondary institutions. We are convinced that inadequate teaching in our colleges and universities stems partly from deficient techniques and partly from the confusion which individual instructors experience in defining their goals within increasingly complex and tangled educational situations. There are no simple remedies for either of these conditions. But giving prospective post-secondary teachers an opportunity to reflect on these matters within a realistic learning situation would be an important first step in improving the quality of teaching and in helping academics to become better-informed and more active citizens of their learning communities.

In the past, post-secondary teachers, as a rule, were assumed not to need special preparation. Mastery of the subject-matter taught was considered to be more important than the ability to communicate that mastery to students. We have received a number of briefs criticizing this practice, and we agree that post-secondary educational institutions should be encouraged to undertake some form of orientation for new instructors. We hope that the recent declarations of some institutions to stress and reward exceptional teaching, together with student evaluation of their teachers, will bring about some improvements. Moreover, given the fact that in many disciplines a substantial portion of graduate students become instructors in post-secondary institutions, it would be useful to expose these students, as an integral part of their program, both to supervised teaching experience and to a discipline-oriented discussion of problems posed by such experience.

Recommendation 34

Discrimination on the basis of sex in all sectors and on all levels of post-secondary education in Ontario, with regard to pay, rank, and advancement, should be abolished.

Recommendation 35

With reference to Recommendation 34, appropriate procedures regarding promotions should be adopted for all persons employed in research and/or part-time teaching.

Recommendation 36

Post-secondary institutions should increase the number of part-time faculty and staff positions with career lines, so that individuals can more readily combine a career with family and other responsibilities.

Recommendation 37

The sex of a student should have no bearing on his or her acceptance into any course of study, on eligibility for financial aid, or on rights of access to student centres, housing, and athletic facilities in post-secondary institutions.

Recommendation 38

All programs offered in Ontario under the Occupational Training Act (Manpower Retraining Programs) should be open to all women who wish to re-enter the labour force.

Recommendation 39

The post-secondary system should recognize the biological and parental role of both students and employees by providing full-time and part-time maternity leaves and by creating day-care centres.

Recommendation 40

The proposed councils for universities, colleges, and the open educational sector, in consultation with pertinent organizations, should establish policies to increase the participation of women, both as employees and as students, in post-secondary education.

Recommendation 41

Individual post-secondary institutions, in consultation with pertinent organizations and councils, should prepare and publish specific plans indicating by what means, at what rates, and with what speed their proportion of female employees will be increased.

Recommendation 42

The proposed Ontario Committee on Post-Secondary Education should monitor the employment of women in all sectors and at all levels of post-secondary education in Ontario, and should publish its findings.

Recommendation 43

An Advisory Committee on Post-Secondary Education for the Native Peoples of Ontario should be established. This body should be appointed by the Minister of Post-Secondary Education following consultation with concerned associations of the native peoples. The Committee should advise the proposed councils in the four sectors of post-secondary education in Ontario on matters pertaining to post-secondary education for the native peoples.

Recommendation 44

Special post-secondary programs should be developed to prepare personnel among the native peoples in the fields of teaching, health, vocational education, and guidance.

Recommendation 45

Special efforts should be made in the field of continuing education to provide appropriate educational and cultural services to adults among the native peoples.

Recommendation 46

The proposed councils as well as institutions in all sectors of post-secondary education should, after consultation with the appropriate organizations of native peoples, prepare proposals, including those for extraordinary admissions and remedial programs, to provide the needed assistance in these areas.

Recommendation 47

There should be established a Native Peoples' Educational Research Centre. It should not be attached to a particular institution. It should be governed by a board consisting of a majority of representatives of the native peoples. Its purpose should be to conduct and sponsor studies of relevance to the native peoples of Ontario. In particular, it should help to devise educational policies in areas of special concern to them.

Recommendation 48

To ensure the provision of adequate library services to the native peoples of Ontario, appropriate public, university, college, and secondary-school libraries should be encouraged and supported in providing a ready supply of books, periodicals, and other materials of interest to this group. Also, native peoples should be adequately represented on library boards in areas where they reside.

Recommendation 49

The proposed Council for the Open Educational Sector should be responsible for the appropriate funding and coordination of the special efforts outlined in Recommendations 43 to 48.

Recommendation 50

The proposed Ontario Committee on Post-Secondary Education should monitor developments in post-secondary education for the native peoples and should publish its findings.

Recommendation 51

To foster planning and coordination of research activities in Ontario, the proposed councils for universities, colleges, and the open educational sector should, in consultation with one another, with institutions of post-secondary education, and with appropriate groups and bodies at the national and provincial levels, define broad research objectives for their sectors and devise suitable criteria for the allocation and distribution of provincial research funds.

Recommendation 52

Institutions of post-secondary education should, in consultation with one another, with the appropriate councils, and with other groups and bodies, define their research objectives.

Recommendation 53

Legislation should be enacted to prevent discrimination in employment because of attendance or non-attendance at educational institutions.

Recommendation 54

Admission to professional practice in Ontario should be solely on the basis of an assessment of knowledge and performance undertaken at the point of entry into the profession.

Recommendation 55

To promote equality of access to the professions, the Government of Ontario should consider enacting legislation that, in suitable cases, prohibits the use of set programs of formal education as a requirement for the taking of

professional and para-professional licensing examinations.

Recommendation 56

In professional areas where they do not yet exist, a variety of training programs should be developed in order that each professional area — including architecture, engineering, law, medicine, dentistry, social work, and teaching — might have a spectrum of practitioners, including specialists, general practitioners, para-professionals, technicians, and assistants.

Recommendation 57

Institutions offering programs in professional and para-professional education should provide opportunities for qualified individuals to proceed through the spectrum of skills and responsibilities represented in each of these areas. Institutions should also provide suitable transfer courses for persons seeking these opportunities in order that learning may proceed from accumulated knowledge.

Recommendation 58

Post-secondary institutions should design their professional and para-professional programs of study with a view to giving students a broad awareness of the social implications of professional activities and to fostering communication and interaction among related professions and para-professions.

Recommendation 59

Where needed and feasible, special professional and para-professional curricula should be devised, together with forms of limited licensure to recognize the skills thus acquired.

Recommendation 60

As a condition to maintaining their certification, all professionals and para-professionals should participate in pertinent programs of continuing

education or should submit evidence of comparable efforts to remain current in their fields.

Recommendation 61

Refresher, updating, and continuing education programs should be developed in all professional areas to provide for the continued competence of practitioners operating at all levels. Appropriate courses should be provided also for persons seeking horizontal or vertical movement within or between professional areas, in order that an individual at one professional level may advance to another level on the basis of performance standards similar to those required for the licensing of previously qualified practitioners. These courses and programs should be periodically reviewed by the appropriate councils to ensure their continuing relevance.

Recommendation 62

Courses and programs that are suitable for the upgrading of professional skills should be eligible for provincial grants only if they are opened to related professionals and para-professionals seeking higher certification.

Recommendation 63

Professional associations should not have the power to establish admission standards for professional and para-professional programs and schools. These powers should be vested in the educational institutions themselves.

Recommendation 64

Where feasible, rigid and compulsory post-secondary prerequisites should not be required for admission to professional and para-professional programs of study.

Recommendation 65

Professional programs and schools should admit a representative cross-section of Ontario

students. Accordingly, individual institutions should submit plans to the pertinent councils indicating by what means and at what speed a broader representation of women and students from diverse regions and socioeconomic strata will be admitted to their programs. Where needed, suitable makeup programs and extraordinary admissions procedures should be devised, including admission on the basis of a random selection among qualified applicants whose aptitudes and attainments indicate a reasonable probability of success. The proposed Ontario Committee on Post-Secondary Education should monitor the implementation of these plans and publish its findings.

Recommendation 66

An evaluation of a student-teacher's performance in the classroom should take precedence over the accumulation of course credits at the training institution.

Recommendation 67

All major formal post-secondary institutions — universities, colleges of applied arts and technology, Ryerson Polytechnical Institute, and the Ontario College of Art — should be permitted to provide appropriate three-year programs as a minimum requirement for admission to a one-year teacher-training program in Ontario.

Recommendation 68

Post-secondary educational institutions engaged in teacher education should experiment with programs that combine practice teaching, apprenticeship, and formal academic education.

Recommendation 69

Graduate faculties and schools should provide students preparing for teaching careers in post-secondary institutions with opportunities to gain supervised practical teaching experience as an integral part of their program.

Chapter 5

Bilingual Balance

Ontario's post-secondary system should give high priority to the development of learning opportunities for its French-speaking citizens. They deserve a range of educational choice in French fully as wide and varied as is available in English to the rest of Ontarians. The achievement of this objective as soon as possible is suggested by the educational goal of human development, prescribed by the needs of a bilingual society, and sternly demanded by the imperatives of simple justice.

Franco-Ontarians will benefit, of course, from the system-wide changes recommended throughout this Report. The proposed broadening of educational options and alternatives; the creation of career guidance services, the improvement of manpower training programs, and the establishment of flexible institutional, administrative, and financial instruments should widen access to post-secondary opportunities for the French-speaking minority. But the need to remedy the wrongs of the past and to satisfy the unique educational requirements of a second-language community warrants the inclusion of additional recommendations dealing specifically with learning and research opportunities for Franco-Ontarians.

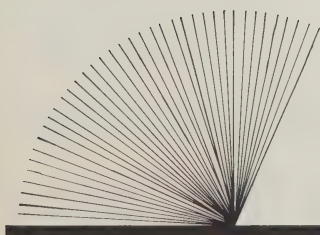
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The size and nature of this undertaking is easy to identify, at least in its contours. Outside the province of Quebec, Ontario is home to the largest French-speaking community in Canada. In 1961, 648,000 citizens of French origin resided in the province; of these, some 425,000 spoke French as their first language.¹ By 1971, the latter figure had risen to 482,000.² The Franco-Ontarian community was larger, in fact, than the entire population of Prince Edward Island and approached those of Newfoundland and New Brunswick.

The roots of the French-language group go back mainly to migrants from Quebec who came to Ontario in search of a livelihood in farming,

¹ *Census of Canada*, 1961, Vol. 5.

² *Advance Bulletin, 1971 Census of Canada*, Catalogue 92-758.



lumbering, paper milling, mining, and related service industries, a population flow that continues steadily even today. Not surprisingly, most Franco-Ontarians are concentrated in two areas, eastern Ontario and northeastern Ontario, close to the Quebec border. There, in nine counties, they constitute from about 10 per cent to more than 80 per cent of the population. Another significant community is located in the southwest, in the Windsor-Sarnia area; and, as a result of the move to the cities in recent decades, a sizable number of Franco-Ontarians now live in the southern industrial-urban belt between Toronto and Welland.

The education of Franco-Ontarians, as measured by rates of participation and achievement, has lagged behind that of the rest of Ontario's population by a wide margin. In 1961, the last year for which we have complete figures, the census recorded a spread of nearly 14 per cent between the proportion of 15 to 18-year-old Franco-Ontarians attending school and the proportion of the same age group in the province as a whole (62.4 per cent as compared with 76.3 per cent); proportionately, Franco-Ontarians had only about half as many university degrees as Ontarians generally (2.3 per cent as against 4 per cent); and a markedly higher proportion had attained only an elementary level of education (61.6 per cent as against 43.4 per cent).³

This considerable shortfall in educational levels betokens as well the presence of a close link between membership in the French-language group and low social status, as gauged by the occupation and income profiles of Franco-Ontarians. In 1961, the chance of pursuing a career in administration, in one of the professions, as an office or skilled worker, or in manufacturing was significantly lower for French than for English-speaking Ontarians; and the likelihood of being unemployed or on welfare, or of working in agriculture, forestry, mining, or as an unskilled labourer — jobs socially less esteemed, lower paid, and often seasonal — was significantly greater. Franco-Ontarians on the average earned markedly less than the English-

speaking population. The full published results of the 1971 census should document some change among Franco-Ontarians over the past decade. But they are unlikely to alter the complex nature of the problem of "catching up": negotiating the emerging structure of French-language education while untying a knotted rope of economic, social, and cultural strands. That task is certain to take time, financial support, and above all great perspicacity.

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The history of French-language education in Ontario makes dismal reading. Until recently, French instruction in the schools was at best tolerated and often prohibited. In 1889, for example, English was declared to be the only officially acceptable language of instruction and communication in the schools. As this decision was not strictly enforced, bilingual Roman Catholic separate schools continued to exist, but on sufferance. In 1912, even grudging toleration ended. Following a commission report on the nature of bilingual separate schools,⁴ a new regulation was imposed requiring a uniform curriculum for all schools and again designating English as the only permissible language of instruction.

The next 15 years were characterized by mounting tensions between Ontario's French and English-speaking communities. A policy of insistent English unilingualism in the schools was met by a measure of resistance from the French-speaking population. This difficult situation finally ended in 1927 with the publication of a new report on the subject of French-language instruction; it recommended that the teaching of French in bilingual schools should in future be permitted "at the pleasure of the Minister".⁵ Over the next three decades, a policy of greater tolerance was translated into the provision of

³ Ronald B. D'Costa, *Post-Secondary Educational Opportunities for the Ontario Francophone Population*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972), p. 32.

⁴ *Report of the Royal Commission on Bilingualism and Biculturalism, Book II: Education* (Ottawa: Queen's Printer, 1968), pp. 50-51.

⁵ *Ibid.*, pp. 47-51.

new programs of French-language instruction, the preparation of teaching manuals in French, and the founding of a French-language teacher-training institution at the University of Ottawa. These reforms, however, took place only at the level of elementary bilingual schools and private French-language educational institutions.

legal insecurity meant the existence of French-language and bilingual schools in a backwater . . .

Although educational conditions for Franco-Ontarians were much improved, they were still far from adequate. For one thing, French-language separate elementary schools were juridically insecure; they had no official status as French-language schools. A program that was continued from year to year "at the pleasure of the Minister" in a province in which English was still the only legal language of instruction lacked the firm base of acceptance and law on which to build a well-articulated system. Legal insecurity also meant the existence of French-language and bilingual schools in a backwater, isolated from the currents of contemporary educational thought and practice. They were forced to operate without the "benefit of planning and coordination that is the mark of every good school system".⁶ Finally, French-language education was badly flawed by being truncated at the elementary level. Franco-Ontarians wishing to pursue French-language studies at the secondary level could do so only through a private secondary school, often directed by a religious congregation.

in 1968, sweeping provincial legislation accepted that Franco-Ontarians should have the right of access to instruction in French through all the elementary and secondary levels . . .

In the 1960s, Ontario broke sharply with the policies of the past. It set out consciously to

remedy the many abuses and shortcomings of existing practices in French-language instruction. In 1968, these efforts culminated in sweeping provincial legislation that for the first time accepted the principle that Franco-Ontarians should have the right of access to instruction in French through all the elementary and secondary levels; and that in classes and schools where French was the main language of instruction, French-Canadian culture should be encouraged to flourish.

Of course, legal recognition alone is not enough to enliven a culture, mobilize a language community, or create an adequate system of learning for Ontario's French-speaking minority. Problems remain that will inevitably require that further steps be taken. But already enough new services are available to have permitted an unprecedented expansion of enrolments in French-language public high schools (private prior to 1968). After 1965, enrolments doubled, then tripled; they should soon quadruple and the end is not in view.⁷ Within the near future, attendance rates of Franco-Ontarians in French-language schools are likely to approach those of students in the rest of Ontario.

These fundamental changes in French-language schooling reflect the concerns and strategies of a number of richly documented official federal and provincial studies that have appeared in recent years.⁸ These studies have explored the full range of problems rooted in the history of French-Canadian cultural, social, and educational development. They have made firm proposals for preserving and developing French language and culture, and for creating adequate educational opportunities for Franco-Ontarians.

⁷ See Table 5-1 and Figure 5-1.

⁸ Among these are the *Report of the Royal Commission on Bilingualism and Biculturalism* (Ottawa: Queen's Printer, 1968); *Living and Learning, The Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario*, Toronto, 1968; the *Report of the Committee on French Language Schools in Ontario*, Department of Education, November 1968; the *Rapport du comité franco-ontarien d'enquête culturelle*, Department of Education, 1969; and the *Report of the Ministerial Commission on French Language Secondary Education* (Toronto: Queen's Printer, 1972).

⁶ D'Costa, *Educational Opportunities for Francophone Population*, p. 4.

Figure 5-1
Enrolment in French-language High-Schools

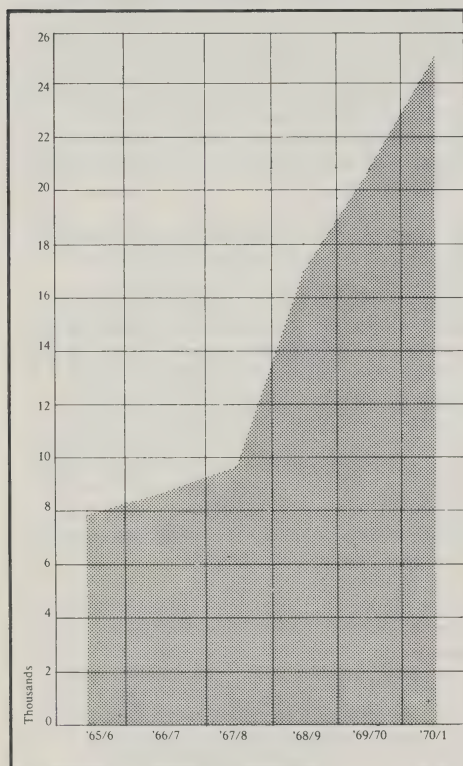


Table 5-1¹
Enrolment in French-language High-Schools

Academic year	Enrolment
1965-66	7,985
1966-67	8,739
1967-68	9,680
1968-69	16,984
1969-70	21,590
1970-71	25,212

¹ The Reports of the Minister of Education (Toronto: Queen's Printer).

"the Franco-Ontarian wants to preserve his language, customs and culture as an integral part of Canadian life . . ."

Most proposals relating to education start from the explicit premise, as stated by the Committee on French Language Schools in Ontario, that

both for himself and his children, the Franco-Ontarian wants to preserve his language, customs and culture as an integral part of Canadian life. This natural desire is not an attempt to draw a curtain around or to shut out the overwhelming presence of English-speaking North America. On the contrary the desire of the Franco-Ontarian to live in a French milieu is perfectly harmonious with the equal desire to contribute fully to the cultural, economic and technical progress of his province and of his country.⁹

We warmly support the approaches and principles enunciated in these studies. We fully concur with the statement of the Royal Commission on Bilingualism and Biculturalism that the language and culture of French Canada are a vital part of the national heritage; that their preservation and growth are the legitimate concern of Canadians everywhere; and that provincial approaches to the problem of bilingual and French-language education should be set clearly within the national context. We accept the conclusion that both English and French-speaking Canadians should have the right to instruction in their first language through all educational levels — elementary, secondary, and post-secondary. We share the conviction of the *Comité franco-ontarien d'enquête culturelle* that as the province with the largest concentration of French-speaking citizens outside Quebec and as Canada's most affluent region, Ontario has special obligations in this area.

English and French-speaking Canadians should have the right to be educated in their first language through all levels of education . . .

⁹ Report on French Language Schools, pp. 14-15.

Further, we endorse the proposals of the Committee on French Language Schools in Ontario and of the Hall-Dennis Report, *Living and Learning*, that have guided the provincial government in expanding its support of French-language education. In a related area, we acknowledge the need for Franco-Ontarians to be fluent in English — as the vast majority are — and, equally, for Anglo-Ontarians to learn French. If bilingualism is to become more than a facade, masking a provincial condition in which Franco-Ontarians learn English, additional efforts are needed to develop French-as-a-second-language programs for those whose first tongue is English. There should be no pause whatever in bringing to a successful completion the learning task to which Ontarians were eloquently called in the Hall-Dennis Report:

Ontario, through its educational system, has the opportunity to cement the partnership between English-speaking and French-speaking Canadians. The time is opportune for our educational authorities to say to all Canadians that French is not a foreign language in Ontario schools. Notwithstanding the difficulties of administration and personnel now existing, all boys and girls in the schools of the province must be given the opportunity of becoming conversant with both English and French so that in the next generation our citizens may be competent to communicate freely with their fellows of the other tongue in Quebec or elsewhere. If this is part of the price of national unity then let Ontario pay it gladly, for, in so doing, it will not only do justice to all citizens, but its people will also reap rich dividends culturally and economically, far beyond the cost in facilities and personnel needed to accomplish this result.¹⁰

* * * * *

Within the near future, the values underlying these reports which have guided provincial policy should also give broad direction to post-secondary education as it seeks to complete the structure of French-language learning for

Franco-Ontarians. Over the next two or three years, post-secondary institutions will be challenged to meet the kaleidoscopic learning needs of a confident and quickly growing body of French-language high-school graduates. We believe that this task can be undertaken with realistic anticipation of its completion and success. The public is willing to support it; the scheme has been enthusiastically accepted by the press; and the government has pledged its efforts through its present commitments to French-language education on the primary and secondary levels.

But given the evident will to complete the structure of learning for Franco-Ontarians, precisely how should this be done? What specific form should the post-secondary system of French-language education take in programs and institutions? In reply to this central question, three alternative approaches or models have been suggested to the Commission. All bear close scrutiny. They have their proponents as well as their detractors in the province, and employed alone or in combination, they are capable of offering certain clear benefits. The three choices can conveniently be arranged along a continuum. At one end are to be found unilingual French institutions; at the other, bilingual French-English institutions; and near the centre, institutions providing parallel unilingual English and French programs.

Two of these three alternatives exist in Ontario today. At present, French-language post-secondary education is concentrated in six main institutions:¹¹ Sudbury Teachers' College, the Vanier School of Nursing in Ottawa, Algonquin College of Applied Arts and Technology in Ottawa, Glendon College of York University in Toronto, Laurentian University in Sudbury, and the University of Ottawa. In addition, l'Université de Sudbury and l'Université St. Paul are federated with the latter two institutions respectively, and le Collège de Hearst is affiliated with Laurentian University. In the approach they take, all of these institutions (except the French-language Collège de Hearst) are formally bilingual. Practical necessity, however, has forced them to provide varying parts of their instruction

¹⁰ *Living and Learning*, p. 11.

¹¹ See Figure 5-2.

in parallel French and English programs.

should the pattern of French-language instruction through bilingual and parallel programs be retained, modified, or basically altered? . . .

Should the present practice of providing French-language instruction in bilingual and parallel French-English programs be retained and energetically developed, or should it be changed in favour of a system that includes French-language colleges and universities? Which alternative would best provide adequate learning opportunities for French-language high-school graduates and adult learners, while ensuring the survival and growth of a vital Franco-Ontarian cultural community? We recognize the force of arguments on both sides of this complex question; but on balance, we favour keeping and developing the present pattern of bilingual institutions of post-secondary education.

First, in terms of immediate practical objectives, there are compelling arguments for pursuing this course. If a community of Franco-Ontarians is to participate fully in the province's economic, trade, and professional life, it must have access to the full range of educational opportunities at the post-secondary level. At present, there are not enough French-language students in Ontario to support in unilingual French-language institutions the full range of university and college programs presently offered in existing bilingual institutions.

Second, the ideal of bilingualism also must be considered. Truly bilingual experiences are culturally enriching and educationally broadening. They can provide individuals with ready access to the vital centres of French and English-Canadian culture. To feel at home in Canada's two official languages is to gain entry into the nuance of concept and expression that is peculiar to each language and to the culture in which it is rooted. Ontarians have the singular chance of responding to the presence of a second-language community, not as a burden, but as a

rare opportunity for new learning and understanding.

to feel at home in Canada's two official languages is to gain entry into the nuance of concept and expression that is peculiar to each language . . .

Affirming the ideal of bilingualism in post-secondary education is relatively easy; realizing it is understandably more difficult. Measured by the ideal, bilingualism is still far from being realized in Ontario's formally bilingual institutions. A bilingual learning environment should provide a significant range of its courses and programs in each of Canada's official languages. English and French-speaking students should pursue programs equally in both languages. To do so, they need sufficient mastery of their second language to be able to study subjects in it with members of the other language group. But herein lies the problem. At present, Franco-Ontarians in bilingual post-secondary institutions are fluently bilingual because they live in an environment that is predominantly English. Graduating from French-language high schools with an easy command of both languages, they are able to enrol in college and university programs given in both languages. Most English-speaking students, in contrast, are still ill-prepared to study in French at the post-secondary level and rarely do, even in bilingual institutions.

members of the two language groups can meet as equals and interact creatively only if both feel secure in their cultural identities . . .

We anticipate that within 10 or 15 years, as the teaching of French as a second language improves, a large English-speaking student body will have acquired sufficient mastery of French to make genuinely bilingual programs viable. To keep open the future for this development, Ontario should retain and develop its existing centres of bilingual education.

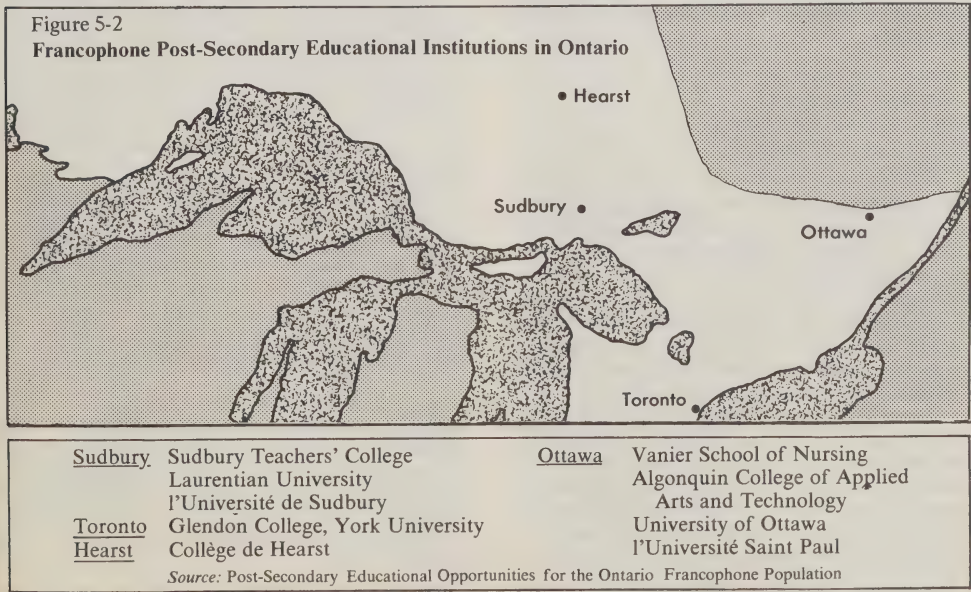
In emphasizing the bilingual educational ideal as worth striving towards, we should not ignore some of the other preconditions for achieving it. We accept the premise that members of the two language groups can meet as equals and interact creatively only if both feel secure in their cultural identities. Cultural poise for most individuals comes only after long immersion in their own cultural milieu. At present, French-language primary and secondary schools in some areas of the province provide such a homogeneous environment. For those students wishing it, it should be provided also at the post-secondary level, and this can be done through parallel French and English programs provided in bilingual institutions. Indeed, we expect that for some time most programs offered in bilingual institutions will take this form.

* * * * *

In responding to the learning and research needs of Ontario's increasingly confident and insistent French-language community, post-secondary education should be guided by the principle of

equity. This suggests that within the near future — say, five years — programs across the post-secondary spectrum now available in English should be provided in French also. These should include pre-training and retraining courses, opportunities in continuing education, and programs of the proposed Open Academy. As a special objective, immediate attention should be paid to the development of French-language education in the hitherto neglected areas of the health sciences, library science, and education, as well as programs in technical, commercial, and continuing education.

To achieve these ambitious objectives as quickly as possible, we propose a strategy of economy. There is some logic in the suggestion that French-language programs should be developed in a wide array of learning centres. But the interests of Franco-Ontarians dictate that French-language learning should be concentrated in institutions already providing such programs and that, where they are needed, additional institutions should be designated as bilingual to serve the educational, cultural, social, and occupational needs of Franco-Ontarians.



Initiative in planning the expansion and elaboration of post-secondary French-language education should come from two levels. To facilitate system-wide planning and coordination provincially, the proposed councils for university affairs, college affairs, and the open educational sector should establish and publish policies respecting the provision of adequate French-language services in their jurisdictions. These policies should be devised in close consultation with the appropriate institutions and organizations in each of the sectors, and should spell out plans for providing French-language programs in all fields and disciplines in Ontario. In special fields that require large capital outlays and attract low enrolments — nuclear physics, for example — the respective councils should recommend to the provincial government the negotiation of interprovincial agreements to provide such programs to Franco-Ontarians in other provinces. On the institutional level, bilingual colleges and universities should give priority to the expansion of their French-language programs. After consulting other bilingual institutions and the pertinent councils, they should prepare and publish specific institutional plans on how they might accomplish their goals.

Ontario's two bilingual universities should give priority to the development of their French-language programs . . .

The implications of these broad guidelines for the various sectors need to be briefly detailed. In the university sector, Ontario's two bilingual universities should give priority to the development of their French-language programs if Franco-Ontarians are to enjoy the range and variety of courses available to English-speaking students. Canada's oldest bilingual university, the University of Ottawa, specifically undertakes in its charter the commitment to "further bilingualism and biculturalism and to preserve and develop French culture in Ontario".¹² In recent years, it has substantially expanded its instruction in French. For example, in 1970 almost two-thirds of the full-time undergraduate students were French-speaking and 75 per cent

of the courses in which they enrolled were in French. But while the University of Ottawa's overall record is impressive, major weaknesses still remain in its provision of French-language instruction in crucial areas. In 1970, French-speaking engineering students were compelled to take almost 70 per cent of their program in English; and no French-language instruction whatever was provided in library science, the common law, medicine, and nursing.¹³ Not surprisingly, this situation has prompted a number of groups to press for the designation of the University of Ottawa as a French-language institution. Franco-Ontarian students are bilingual; but they learn best in their first language and should be given the opportunity of doing so in all disciplines, including the technical and professional fields.

Ontario's second bilingual university, Laurentian University in Sudbury, faces a more severe test. If it is to serve adequately the French-speaking people within its region, it will have to make the necessary changes in its goals and priorities. This should be done in consultation with the proposed Council for University Affairs and with other bilingual institutions. The university was established in 1960 as a bilingual institution to provide educational services to the citizens of northeastern Ontario, many of them French-speaking. Although the university provides a number of courses in French, it is still difficult for a student to pursue a French-language program in many disciplines. In 1970-1971, English-speaking undergraduates could choose concentrations in eighteen areas of study, while French-language students were limited to eight, all in the humanities and social sciences. Overall, the university offered only one French-language course for every four it provided in English, notwithstanding the special provincial funds allocated for French-language instruction.¹⁴

These deficiencies in the French-language curricula of Ontario's bilingual universities should be overcome systematically on the basis of a general timetable. Laurentian University has the potential to remedy the imbalance between its

¹³ D'Costa, *Educational Opportunities for Francophone Population*, p. 90.

¹⁴ *Ibid.*, p. 58.

¹² *The University of Ottawa Act 1965*, Article 4(c).

French and English-language programs; and the University of Ottawa unquestionably has the capacity to extend the range of its French-language instruction to include the professional and graduate specialties presently available only in English.

Glendon College should tailor its programs more closely to the interests of Franco-Ontarians in southern Ontario . . .

Ontario's third bilingual degree-granting institution, Glendon College of York University, faces problems of another kind. In 1970-1971, despite strenuous efforts to recruit French-language students and staff and to promote French-language studies, under 15 per cent of its students spoke French as their first language.¹⁵ Of these, only a third were Franco-Ontarians. Yet Glendon's future as a bilingual centre is not unpromising. In the dawning age of French-language high schools, the college should continue its recruiting efforts, while tailoring its programs much more closely to the interests of Franco-Ontarians in southern Ontario. We are persuaded that if Glendon College, Laurentian University, and the University of Ottawa act inventively and with reasonable despatch in expanding the range of their French-language services, additional bilingual universities will not be required in the foreseeable future.

there is a great disparity between French-language programs available in the eastern and northern parts of the province . . .

In colleges of applied arts and technology also, existing bilingual programs and institutions should extend their French-language offerings. This should be done in consultation with the proposed Council for College Affairs and other related institutions offering courses in French. At present, there is a great regional disparity between French-language programs available in the eastern and northern parts of the province. In eastern Ontario, Algonquin College in Ottawa,

with campuses in Hawkesbury, Pembroke, and Perth, is Ontario's sole college with an explicit policy of bilingualism. Since its creation in 1967, the proportion of its students who speak French has risen impressively from year to year, as has the number of its French-language programs. In 1971-1972, Algonquin's School of Applied Arts provided six two-year programs in French; its School of Business offered its three-year program in six specialties and its two-year program in two specialties in French; and its School of Technology mounted a three-year program and a variety of courses in its extension division in the French language.¹⁶ This represents a signal achievement in bilingual and French-language education deserving of wide recognition.

But what of the future? At present, Algonquin's total enrolment exceeds the provincial norm for colleges of applied arts and technology. Consequently, it has been suggested that it be split into two entirely independent colleges, one English and one French. The supporters of this proposal argue that the path of institutional bilingualism is difficult and unproductive. The Commission does not share this view: difficult, yes, but not unproductive. The substantial success of Algonquin's administrators, staff, and students in developing a bilingual ambience in which English, French, and bilingual programs creatively interact strongly recommends a continuation of the present approach. But this should not be done uncritically. English-language programs at the college are much more highly developed than either their French or bilingual counterparts. In the coming decades, Algonquin College should respond to the enlarged possibilities of French-language learning in Ontario by giving priority to the development of its French-language offerings and by embarking on new French-language programs in Ottawa and at its satellite campuses.

there is a basic difference between competence in a field, which may never be compromised, and the language through which that skill is acquired . . .

¹⁵ *Ibid.*, p. 64.

¹⁶ *Ibid.*, pp. 77-79.

A second college centre in eastern Ontario with a bilingual focus is the Cornwall campus of the St. Lawrence College of Applied Arts and Technology in Kingston. It provides very limited programs in French that are wholly inadequate to the needs of Franco-Ontarians in the immediate vicinity. The present policy of "bilingualism" is to provide French-language instruction in only support or optional courses. All basic specialty courses are taught in English on the grounds that the language of employment in Ontario is English. This approach is based on the questionable premise that studies such as auto mechanics or X-ray technology pursued in one language cannot be applied effectively in an environment in which another enjoys wider currency. It reflects a serious misunderstanding of the basic difference between competence in a field, which may never be compromised, and the language through which that skill is acquired.

The learning and cultural interests of many of the residents of the Cornwall area demand that the Cornwall campus be formally designated a bilingual centre and speedily develop French-language studies across the whole spectrum of its curriculum. Whether or not this can be accomplished realistically within the existing institutional structure remains an open question. In our *Draft Supplementary Report on Post-Secondary Education for the Franco-Ontarian Population*,¹⁷ we proposed a fundamental change that would have transferred the Cornwall campus to the jurisdiction of Algonquin College, which has broad experience in the mounting of French-language programs. We would now recommend a trial period of two to five years with existing institutional arrangements. If within that period the present structure, staff, and material resources of St. Lawrence College do not evolve sufficiently to serve the legitimate learning needs of Franco-Ontarians in the region, the proposed Council for College Affairs should seriously consider transferring the Cornwall campus to the jurisdiction of Algonquin College.

in northern Ontario, new departures are needed on the level of colleges of applied arts and technology . . .

In eastern Ontario, the proposed expansion of French-language programs at Algonquin College and at the Cornwall campus of St. Lawrence College should provide adequate access to college programs for Franco-Ontarians in the region. But in northern Ontario, new departures are needed. At present, the substantial French-speaking population of this vast area has virtually no French-language learning opportunities available at the level of colleges of applied arts and technology. This situation should be remedied as soon as possible by transforming some existing English-language institutions into centres of bilingual education. Specifically, Cambrian College of Applied Arts and Technology in Sudbury should be designated a bilingual institution.¹⁸ As a high priority, it should mount the appropriate programs in French in accordance with the needs of French-speaking high-school graduates seeking post-secondary opportunities in the region. Given the great diversity in French-language population concentrations in the communities served by Cambrian, these programs should be provided through French-language or bilingual courses, depending on local need.

Cambrian College of Applied Arts and Technology in Sudbury should be designated a bilingual institution . . .

To serve further the learning needs of the Franco-Ontarians of northeastern Ontario, all post-secondary institutions in North Bay (45 per cent of the population of the North Bay district is Franco-Ontarian) should develop French-language programs. These institutions include Canadore College of Applied Arts and Technology, St. Joseph's School of Nursing, Nipissing College (whether affiliated with Laurentian University, as at present, or established as an independent undergraduate

¹⁷ Commission on Post-Secondary Education in Ontario, *Draft Supplementary Report on Post-Secondary Education for the Franco-Ontarian Population* (Toronto: Queen's Printer, 1972), p. 5.

¹⁸ This recommendation is made also in the *Report on French Language Secondary Education*, p. 57.

University College, as proposed by the Commission in a separate report), and North Bay Teachers' College.¹⁹

While individually expanding their French-language programs, Ontario's bilingual colleges and universities should also cooperate with one another and with other institutions in Canada in generating additional inter-institutional and extension programs in the French language. In eastern Ontario, the University of Ottawa, the Cornwall campus of St. Lawrence College, and Algonquin College should collaborate in providing additional educational services in French, particularly to outlying centres. A similar goal should bring together Laurentian University, Cambrian College, and Canadore College in North Bay to serve Franco-Ontarians in northern Ontario. Areas and degrees of cooperation between and among these colleges and universities should be decided openly by the institutions themselves, in consultation with one another, with the appropriate proposed provincial councils, and with the communities they serve. Of course, not all programs and courses can be offered in French in each centre and region. This is particularly true in programs that require heavy capital investment and large enrolments for operating economies. Incentives should therefore be provided for French-speaking students to study their specialties in the appropriate bilingual institutions in Ontario.

In the area of scholarship, a proportion of provincial funds for research should be earmarked for research in French-language education and culture, and should be made available to institutions offering programs in French.

***not all programs and courses
can be offered in French
in each centre and region . . .***

We have every reason to believe that the proposed institutional innovations are viable. We are convinced that existing bilingual colleges and universities and others proposed for the same

role can fully meet the new French-language learning needs of Franco-Ontarians. As a check on progress in this area, we recommend that the proposed Ontario Committee on Post-Secondary Education monitor and publish studies on the provision, use, and effectiveness of French-language programs in all sectors of post-secondary education in Ontario.

Equity in a bilingual society demands that Franco-Ontarians have the right to an education in their first language at all levels; but equally, they should have the right to take examinations in French for admission to any trade or profession in Ontario. Securing that right is a necessary step in creating an environment in which Franco-Ontarians "feel that they can be themselves here, and that this is their province as well as anyone else's".²⁰

***Franco-Ontarians need a
responsive system of
French-language library
services . . .***

The vital bilingual post-secondary system proposed for Ontario will certainly need the support of a responsive system of French-language library services. If this goal is to be reached, marked deficiencies must first be overcome. At present, many libraries in French-language population centres in the province lack a ready supply of French-language materials and are without bilingual librarians. Remedies lie in the direction of stimulating appropriate municipal, university, college, and secondary-school libraries to provide an adequate supply of books, periodicals, and other materials in French, and to employ bilingual librarians. As a final measure to secure better French-language library services, library boards in areas of French-speaking concentration should include an adequate proportion of Franco-Ontarians in their membership.

To be effective, French-language post-secondary services require innovations in the related area of guidance and counselling. At the institutional level, colleges, universities, and learning centres

¹⁹ See Commission on Post-Secondary Education in Ontario, *Post-Secondary Education in North Bay and Sault Ste. Marie* (Toronto: Queen's Printer, 1972).

²⁰ John P. Roberts, *Legislature of Ontario Debates*, May 18, 1967, p. 3574:

in the open educational sector should extend the full range of their services in French to Franco-Ontarian students. At the local level, the community-based career and education guidance services of the proposed Ontario Human Development Commission²¹ should provide assistance in French where needed.

bilingualism in education inevitably has a price tag which the people of this province should be willing to pay . . .

We recognize that bilingualism in education inevitably has a price tag which the people of this province should be willing to pay. Bilingual institutions incur higher costs of two kinds. First, there are the added expenses of communicating in two languages, both internally and with the external world. Hiring bilingual teaching and support staff and providing publicity, office services, and interior and exterior signs in two languages all generate extra costs. Second, there are higher costs stemming from the bilingual teaching function. Where institutions run parallel English and French courses, they are often denied the usual economies of scale. Moreover, second-language courses for in-coming students, teachers, and support staff, as well as the purchase of library resources and instructional aids in English and French, all involve extraordinary expenditures.

To meet these added costs of bilingual and French-language post-secondary education, a suitable funding formula should be devised. It should meet the higher costs arising from the normal operation of French-language and bilingual programs, and it should provide grants, on a short-term basis, to institutions establishing or expanding French-language programs. These latter grants should offset the higher costs resulting from the initial recruiting of additional teaching and support personnel and from the development of libraries.

In examining the higher costs of French-language and bilingual education to institutions,

we should not forget the extra costs sometimes also incurred by students. At present, a large number of programs in Ontario available in English are not provided in French. Until they are, and in special fields, French-language students who seek education in a French-language course or program of study not available in the province should be eligible for the same grant-loan scheme available to all other post-secondary students.

As important to the development of French-language learning as funding arrangements are flexible structures enabling Franco-Ontarians to play a central role in shaping programs that are to serve their needs. In general, they should be assured a voice in all areas affecting their cultural and educational needs. They should be represented on all committees, commissions, task forces, and similar bodies dealing with such matters. In particular, they should be fairly represented on the governing bodies of all post-secondary institutions involved in French-language learning. These include bilingual colleges and universities, as well as institutions in the open educational sector such as libraries, museums, and art galleries. At the government level, in selecting among nominees for the proposed Committee on Post-Secondary Education, Council for University Affairs, Council for College Affairs, Council for the Open Educational Sector, and Council for the Creative and Performing Arts,²² the Minister of Post-Secondary Education should ensure that Franco-Ontarians are included on each body. Franco-Ontarian members of these five bodies should be encouraged to meet and discuss system-wide problems of coordinating French-language education at the post-secondary level.

Our aim in the above recommendations is to realize in the area of post-secondary education the ideal and policy of this province — that French-speaking inhabitants should have education available to them in French within the provincial system. We affirm that this right, which has roots deep in our country's history and institutions, has an overall importance in Ontario and, beyond it, for the future of Canada.

²¹ See Chapter 6 of this Report.

²² See Chapter 7 of this Report.

Recommendation 70

Where appropriate and as soon as feasible, programs of study presently available in the English language in Ontario's colleges and universities — including pre-training and retraining programs, programs in continuing education, and programs of the proposed Open Academy²³ — should be provided in French.

Recommendation 71

The respective councils proposed for universities, colleges, and the open educational sector,²⁴ in consultation with the appropriate institutions and organizations in their jurisdictions, should establish and publish policies to facilitate the provision in Ontario of programs in the French language in all fields and disciplines. In special circumstances, the respective councils should recommend to the Government of Ontario the negotiation of interprovincial agreements to provide programs in other provinces on a reciprocal basis.

Recommendation 72

In order that French-speaking students might have access to French-language education in all appropriate fields and disciplines, colleges and universities presently providing programs of study in French should give high priority to their expansion and should, in consultation with one another and with the pertinent councils, prepare and publish specific plans indicating how and when this will be done.

Recommendation 73

Where necessary and feasible, additional existing institutions should be designated as bilingual, to serve the educational, cultural, social, and occupational needs of Ontario's French-speaking population.

Recommendation 74

To provide additional educational services in French, post-secondary institutions offering

²³ See Chapter 3 of this Report.

²⁴ See Chapter 7 of this Report.

instruction in French within the university, college, and open educational sectors should, where appropriate, establish cooperative, inter-institutional, and extension programs with one another and with similar institutions elsewhere in Canada.

Recommendation 75

Immediate and special attention should be paid to expanding and/or establishing French-language programs in the health sciences, library science, and education, as well as programs in technical, commercial, and continuing education.

Recommendation 76

A proportion of provincial funds for research should be earmarked for research in French-language education and culture and made available to institutions offering programs in the French language.²⁵

Recommendation 77

Examinations for admission to any trade or profession in Ontario should be available in French upon request.²⁶

Recommendation 78

Appropriate municipal, university, college, and secondary-school libraries should be encouraged and supported to provide a supply of books, periodicals, and other library materials in the French language adequate to the needs of their users.

Recommendation 79

To ensure further the adequate provision of French-language services and offerings in libraries, French-speaking citizens should be represented adequately on library boards in areas where they reside.

²⁵ See Chapter 3 of this Report.

²⁶ See Chapter 3 of this Report.

Recommendation 80

Where appropriate, schools, colleges, and universities should extend the full range of their counselling and guidance services to Franco-Ontarian students in the French language. Equally, the proposed community-based career and education guidance network of the proposed Ontario Human Development Commission should provide its services in French.²⁷

Recommendation 81

In selecting among nominees for the proposed Committee on Post-Secondary Education, Council for University Affairs, Council for College Affairs, Council for the Open Educational Sector, and Council for the Creative and Performing Arts,²⁸ the Minister of Post-Secondary Education should ensure that Franco-Ontarians are included on each body.

Recommendation 82

Funds should be allocated to institutions to meet higher costs arising from the normal operation of French-language programs on the basis of an objective formula. Grants, on a short-term basis, should also be available to institutions establishing or expanding French-language programs to offset extra costs resulting from the initial recruiting of additional teaching and support personnel and from the development of bilingual libraries.

Recommendation 83

French-speaking students of the province who seek French-language education in a program of study not offered in French in Ontario should be eligible for the same grant-loan scheme available to students studying within Ontario.

Recommendation 84

The proposed Ontario Committee on Post-Secondary Education should monitor the provision, use, and effectiveness of French-language programs in all sectors of post-secondary education in Ontario and publish studies thereon.

²⁷ See Chapter 6 of this Report.

²⁸ See Chapter 7 of this Report.

Chapter 6

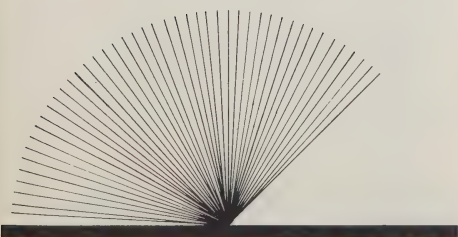
Careers and Education

A post-secondary system which places the development of human resources high on its scale of social concerns should cater to the learning needs of its citizens at all stages of their lives. As a special obligation, it should also assist them at critical life junctures in relating the increasingly complex and changing worlds of education and careers. If such help is to be readily available, coherent policies will be required in two important areas. First, a continuous flow of reliable and up-to-date information should be generated on the full range of post-secondary educational options and alternatives as they pertain to existing and prospective job and career opportunities. Second, data of this kind should be communicated to individuals at appropriate times and in suitable places through a flexible information network.

The difficulty and undesirability of deterministic long-term manpower and educational planning, discussed in Chapter 2, do not preclude considerable innovation in this general area. Basic changes are feasible that would provide more accurate manpower forecasts or predictions, making possible better-informed career and educational decisions. Much can be accomplished by improving our system of information and planning on a practical short-term basis, and by identifying the multiplicity of groups that need help in relating a wide spectrum of educational options more firmly to career or job opportunities.

*we should improve the
present inadequate system
of career planning and
guidance . . .*

In Part Two, Directions for Change, we propose a set of measures that should help individuals to adjust easily to the changes in skills, occupations, and knowledge that an uncertain future will surely demand. Closer links between education and work, as well as expanded programs of continuing education, should multiply opportunities for individuals to master — and not be overwhelmed by — economic and social perturbations. Equally, a loosening of connections between formal educational qualifications and employability should make the labour market less rigid, permitting skills and



knowledge to be used more readily where they are needed.

a centralized information system is needed to gather and generate data on education and jobs and to distribute them to the public . . .

But if a challenging and new approach to career planning is to succeed, a centralized information system also is needed to gather and generate data on education and jobs, and to distribute them to the public.¹ Such a service is essential to the effective working of a complex and decentralized economy and system of post-secondary education. It is an indispensable instrument of indicative manpower forecasting which seeks to anticipate trends in manpower needs and, unlike treating manpower planning as an engineer's blueprint, is compatible with our social and political institutions and values. The task of providing ready access to reliable and current information on the job and career implications of the full spectrum of post-secondary programs available in Ontario, as well as data on short and medium-range employment trends, is complex and demanding. To accomplish it, jurisdictional problems involving the federal and provincial governments will have to be resolved. The dilemma is simply that, while education is a provincial responsibility, questions of manpower are national in scope and fall within the federal jurisdiction.

In an effort to provide a much-needed information system that recognizes both federal and provincial interests, we propose that the Government of Ontario negotiate for the establishment of a federal-provincial body, the Canada Human Development Commission. This body should advise the federal and provincial governments on matters pertaining to manpower projections, and should sponsor and publish studies relating manpower forecasting to educational planning. Such studies should sketch long-term trends of economic and social

development and provide detailed information about specific occupational fields. The latter are not manpower projections in the strictest sense; but they are important aids that are needed on a continuing basis if individuals are to be enabled to make informed educational choices.

The work of the national Commission should be supplemented provincially by an Ontario Human Development Commission. This Commission should serve as a central provincial data bank, generating its own information, as well as enlisting the cooperation of Ontario's many professional, para-professional, business, and trade associations, labour unions, educational institutions, manpower centres, and similar bodies in securing pertinent data on manpower needs and educational opportunities for review and tabulation. In addition, it should sponsor and publish studies relating to short and long-term manpower and educational needs in Ontario. These studies should explore links among economic change, manpower planning, and education, and should alert the public, employers, and the post-secondary system to impending shortages or surpluses of graduates in specific fields.²

some guidance functions should be offered in new settings and with different personnel . . .

Such data-collecting and research bodies are crucial to the effective working of a career planning service, but they are only one necessary ingredient. Equally important is a flexible

² A brief from the Ontario Federation of Labour reinforces this proposal:

We are in complete agreement that both a Canadian and an Ontario Human Resources Commission be established to advise the Federal and Provincial Governments on matters pertaining to Manpower projections and related educational planning; and, that studies on Manpower prediction and education planning be sponsored.

It is our contention that, at present, very little is actually done in projecting the future needs in Manpower, or educational activities.

Ontario Federation of Labour, A Brief Presented to the Commission on Post-Secondary Education in Ontario, April 1971, p. 6.

¹ A tentative beginning on at least the educational information system has been made by the Department of Education. The scheme we are proposing, however, is much larger and more extensive than any plan that exists to date.

communications network — knowledgeable and empathetic — transmitting information on education and careers to persons needing it. Traditionally, this function has been performed by guidance and counselling personnel in schools and post-secondary institutions whose services are presently available to most students attending educational institutions in Ontario. Over the years, they have generally served the public well. But there are further tasks to be performed which lie beyond their present demanding duties.

Any field as extensive and diverse as counselling and guidance is difficult to define. A wide range of emotional, cultural, vocational, and social considerations falls properly within its scope. Still, however broad the spectrum, it is possible to isolate a number of the roles now performed by counsellors and guidance officers, and to question whether some of them should not be offered in new settings and with different personnel. Present functions can be realistically divided into three categories. The first is psycho-personal counselling, which is now provided in educational institutions at all levels and through various community centres. Although one might reasonably doubt the present proficiency of some school counselling in this area, it is true that students often need help within their school experience, not outside it. Personal counselling should therefore continue to be offered through existing services within the schools, and additional services should be made available within the community. The second and third categories of service — educational guidance and career guidance — will have an increasingly heavy premium placed on them if the Commission's proposals for a broadened, equitable, and more diverse system of post-secondary education is to work satisfactorily for learners of all ages and at all socioeconomic levels. It is essential that up-to-date data on the full range of career possibilities and programs provided by post-secondary institutions be assembled for every community and, where practicable, on a province-wide basis. This information should be made readily available to the public.

We propose that this be done through a dual information system. Educational institutions should continue to offer educational guidance. A

perplexingly complicated world of educational and occupational choice also requires information services which are free of institutional connections, based in the community and open to students within institutions, as well as those seeking education in non-institutional settings. We fully endorse the present efforts of the post-secondary system to make its academic guidance services broader and more sophisticated. In addition, the proposed Ontario Human Development Commission should have the important responsibility of establishing and coordinating a system of education and career information services. These should be made widely available through offices located variously in shopping plazas, store fronts, other public places, and libraries. Libraries can perhaps be recommended as the most logical, convenient, and manageable foci for this new operation.

*career guidance services
should be widely available
through offices located in
shopping plazas, store fronts,
other public places, and
libraries . . .*

If the education and career information offices are to succeed in their important tasks, they should engage in close consultation with employer and union groups, and a broad range of government agencies, as well as educational institutions. In their operations, they should use comprehensive manpower projection figures and educational planning information generated by the Canada Human Development Commission and the Ontario Human Development Commission as the cornerstone of their services:

Other basic resources would include a library of occupational and employer information augmented by a computerized data base of career option details. A list of occupational areas one might pursue given one's abilities, interests and educational background would be available through a computer conversation terminal. The library would provide persons with a source of information on the general nature of employment in the various occupational areas, and with information on the specific tasks they might perform for

individual employers who employ persons in that area.³

In proposing that the main career and education information services be community based, we are trying to remedy a number of shortcomings in the present system. Many of these stem from the inclusion of career guidance services within educational institutions. There they are necessarily treated as a secondary responsibility by heavily burdened counsellors, who also may lack the necessary competence to advise on the full range of occupational choices available in the community. An additional problem is that of potential bias: "[a post-secondary institution] is unlikely to encourage its employees to inform students that the courses available at the particular institutions will not further realization of an individual's wants and needs — should this be the case."⁴

"a list of occupational areas . . . would be available through a computer conversation terminal . . ."

The proposed province-wide career and education service should not supplant, but stimulate and supplement the work of existing

counselling and guidance systems. It should encourage them to define their responsibilities more precisely and to concentrate on services that they are best equipped to provide. In future, for example, schools should be able to improve the quality of their personal counselling and education guidance by being freed of sole responsibility for education and career guidance. Canada Manpower Centres and placement offices of post-secondary institutions should continue in their present functions — the proposed Ontario Human Development Commission is not an employment agency.

The task of relating careers and education is complex and demanding. An effective approach must be adequately funded, long-term, and decentralized; but it must also pursue humane ends without apology. Responsive education and career services must consciously help to make the interplay of study and work in Ontario a source of individual enrichment and growth, not personal disorientation. Work in a job, occupation, or career should not be just a matter of earning a living, necessary as that may be; nor should learning be simply preparation for a livelihood, however real that need may be. Work and education, separately and together, have the potential for becoming complementary parts of an individual's life, bringing to him the deep satisfactions of self-creation that go well beyond monetary return. This yearning is summed up fully by the term *human development*, which we propose as the name and the goal of the public agencies working in this area.

³ The University of Toronto Career Counselling and Placement Centre, *Career Information Services*, A Brief Presented to the Commission on Post-Secondary Education in Ontario, April 1972, p. 9.

⁴ *Ibid.*, p. 3.

Recommendation 85

The Province of Ontario should recommend to the federal government the establishment of a Canada Human Development Commission. It should:

- (a) advise the federal and provincial governments on matters pertaining to manpower projections and related requirements; and
 - (b) sponsor and publish studies on manpower predictions and educational planning.
-

Recommendation 86

- 1. The Ontario Human Development Commission should be established by statute.
 - 2. The Act establishing the Commission should stipulate its membership, powers, and responsibilities.
 - 3. Members of the Commission should be appointed by the Lieutenant Governor in Council on the advice of the Provincial Secretary for Social Development.
 - 4. The Commission should consist of a full-time chairman, serving for a four-year term, renewable, and twelve members drawn from the civil service, municipal governments, educational institutions, industry, labour, cultural organizations, professional and community associations, selected from nominees of appropriate voluntary associations and serving for three-year terms, once renewable.
 - 5. The Commission should:
 - (a) advise the Government of Ontario;
 - (b) sponsor and publish studies; and
 - (c) offer to the public information on educational training and employment opportunities and manpower needs.
 - 6. These services should be available through post-secondary educational institutions and a community-based information network administered by the Commission.
-

Recommendation 87

Data on educational services and career opportunities should be assembled and catalogued in as many communities as possible and, if practicable, on a province-wide basis and be made readily available to the public.

Recommendation 88

Secondary school programs dealing with educational and employment opportunities should be critically evaluated and, where necessary, refined to provide students with a realistic understanding of the relationships that exist or may exist in the future between educational programs and employment opportunities.

Part Three

Instruments of Change



Chapter 7

Structure: Coordination and Diversity

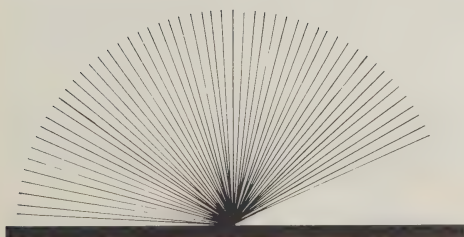
What is the fitting role for government in post-secondary education within a society that values rich diversity in the lives and goals of its members? How can the rightful public interest in ensuring the wise and efficient spending of large public funds for social ends be reconciled with the existence of institutions that have enough independence to provide a flexible, open, and variegated system of education in which scholarship can flourish, and conventional as well as idiosyncratic individuals can learn different skills and explore different purposes? Can we, while accepting the need for public accounting of the monies spent on education, devise ways of keeping this sound principle from slipping into political intervention or uniform controls that would threaten to stifle, if not snuff out, the centres of quality and fresh creativity that only a diverse and flexible system of post-secondary education can provide? Why bother trying to enliven and protect a society of contrasts and colour, one might ask, if its members are fated to be homogenized in look-alike institutions of learning? In the past, many of Ontario's institutions were given a large measure of independence from the state.¹ This pattern evolved when post-secondary education catered to the needs of a few and consumed little public money. But times have changed. Is this condition outdated today, completely or even in part? If so, what bold accommodations should both government and institutions be exploring, and for what goals, and at what cost?

*what bold accommodations
should government and
institutions be exploring in
their relations? . . .*

* * * * *

At present, many diverse governmental departments and agencies, advisory bodies, and voluntary organizations are involved in policy-making and administration within the post-secondary system. Their formal and informal relations with one another are multiple and

¹ See W. G. Fleming, *Ontario's Educative Society*, 7 vols. (Toronto: University of Toronto Press, 1972), vol. 4, ch. 2.



complex, and their capacity to set or influence policy varies greatly.

Among the several sectors of post-secondary education, the structure of the Ontario system of colleges of applied arts and technology (CAATs) is the simplest to comprehend and explain.² Created by government in 1965, the system bears the marks of its origins: a high degree of central initiative and direction in policy and administration. On the institutional level, it consists of 22 colleges, each organized as a separate corporation with its own administration, president, and board. Within the individual colleges, students and faculty lack the power to influence major decisions — a power that is increasingly taken for granted by their counterparts in the universities.

***the role and character of
the colleges of applied arts
and technology are still
defined centrally . . .***

Despite promising efforts to decentralize initiative in the system, decision-making power still rests mainly with central bodies. Essentially, the colleges are controlled by the Ministry of Colleges and Universities through its Applied Arts and Technology Branch. The Minister is advised by a Council of Regents with limited powers. Its main functions are to approve new programs generated by the colleges and to advise on matters other than financial. Authority to allocate and distribute funds within the system and to decide such derivative questions as student admissions rests with the Branch. In short, the role and character of the colleges are still defined centrally by the Ministry of Colleges and Universities, which has the statutory power to “establish, name, maintain, conduct and govern colleges of applied arts and technology”.³

These close links between the CAATs and government have proved quite fruitful in the past. Now, however, we must ask ourselves

whether the structures that have guided the college system through its birth and infancy are becoming an impediment to its further growth and diversification. The goals of diversity in program and institutional individuality among the colleges and the emergence of increasingly articulate and responsible student bodies, faculty, administrators, and lay boards suggest both the need for and the possibility of a more decentralized system. Such a system would have a larger degree of freedom for defining roles and serving society in a multiplicity of ways, while at the same time retaining sufficient central authority to facilitate system-wide planning and integration.

The university system is more complex and tangled; for, as we know, its structural roots are embedded deeply in Ontario's and Canada's history and culture. The system has grown organically through stages, adapting itself to the ever-changing needs of a modernizing society. The history of its dynamic relations with government offers many lessons to those contemplating reform. The question of “Whither now?”, however, must be preceded by “Whence?”

***the history of government's
dynamic relations with
universities' offers many
lessons to those
contemplating reform . . .***

The new issues confronting government and universities today stem almost entirely from two trends of the 1950s and 1960s: the rapid growth of post-secondary education, stimulated and heavily funded by the federal and provincial governments; and, after 1965, its provincialization.⁴ The provincial government's paramount responsibility for education at all levels and its commitment of massive funds for the expansion and support of post-secondary education have placed the responsibility for planning, coordination, and public accounting squarely at its door. In exercising its authority in this area, however, the government has had to consider some important questions. How can it

² See Systems Research Group, Inc., *The Ontario Colleges of Applied Arts and Technology*. A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972).

³ 1971 S.O., c. 66, s. 6 (1).

⁴ These two developments are discussed in detail in Chapter 1 of this Report.

ensure the equitable allocation and distribution of public funds? How can it monitor their use without intruding on institutional jurisdictions? How can it contribute to the achievement of the social goals of post-secondary education without becoming involved in bureaucratic meddling or political intervention? The problem, in brief, has been to draw a fine line between government assistance and government control.

In 1960, a speaker in the Provincial Legislative defined the problem in a spirit that found almost universal assent both in the Legislative and in institutions of post-secondary education:

A university ... must be a free institution. We all want that Universities must be free to pursue their legitimate aims, but they do require our financial assistance. To draw a clear line, and a very narrow line, if you will, between assistance and control, requires prudence. That will require wisdom on our part.⁵

***decisions have been made
largely on an ad hoc basis . . .***

Since the late 1950s, various attempts have been made to achieve this delicate balance. But there have been few reliable guidelines for either government or institutions to follow, and decisions have been made largely on an ad hoc basis. Administrative bodies have been established and tested; and as they have proved incapable of meeting the rapidly changing demands of the system, they have evolved into still other groups. The one constant throughout this period has been the agreement by all parties that direct government administration of universities is inappropriate and undesirable, and that public planning, coordination, and accounting should be mediated — in some way that has been clearly defined — through a body or bodies interposed between government and institutions.

This system of ad hoc decision-making has been satisfactory to neither the universities nor the Government of Ontario. Because organizational arrangements have been made in response to

immediate dilemmas — a type of crisis-planning of the enrolment boom, of manpower training, or of new research — a system has inadvertently been created with tangled jurisdictions. It is prey to enervating conflict, it provides little protection to the institutions from outside intervention, and it functions badly in the areas of long-term planning and coordination. A brief account of the evolution of government-university relations during the past two decades will help to explain the present state of confusion and misunderstanding.

***a system has inadvertently
been created with tangled
jurisdictions . . .***

A key problem has been the ambiguous role played by the government's various advisory bodies; while their duties have grown as post-secondary education has expanded, their jurisdiction has remained loosely defined.

In 1951, when provincial government assistance in post-secondary education reached \$8 million,⁶ a part-time consultant on university affairs was appointed. The general responsibilities outlined in the authorizing legislation were to become the terms of reference for all succeeding advisory bodies: "It is expedient to establish a closer liaison between the Government and Universities of Ontario with a view to greater coordination of universities' work and to provide for the advising of the Government upon the manner of distribution of Provincial and Federal Grants."⁷

***a key problem has been the
ambiguous role played by the
government's various
advisory bodies . . .***

By 1958, provincial university grants totalled \$20 million, and accordingly the advisory role was transferred to a newly appointed, somewhat informal committee of senior civil servants, the University Committee. Two years later, the

⁶ Robin S. Harris, "The Evolution of a Provincial System of Higher Education in Ontario" in *Five Lectures on Higher Education* (Toronto: University of Toronto Press, 1966), p. 55.

⁷ Ontario Order-in-Council, October 9, 1951.

⁵ *Legislature of Ontario Debates*, March 28, 1960, p. 1813.

membership of the Committee was enlarged to include community leaders; it was renamed the Advisory Committee on University Affairs and placed under the chairmanship of the Minister of Education.

The explosive growth of post-secondary education in the 1960s created new problems of planning and coordination, and led to further modification of the administrative structure. In 1964, the government established a new department, the Department of University Affairs, as its executive mechanism. During the same year and on the urging of university spokesmen, it modified its advisory instrument by adding academics to its membership and giving it the name that it still bears today, the Committee on University Affairs. This important body, with wide but never clearly defined functions, has rapidly expanded its research and policy recommending roles and, since 1967, has had a full-time chairman. The formal university organizational system was completed in 1968 with the establishment of the Council of Ontario Universities, an association designed to encourage coordination among universities on a voluntary basis. It evolved from early informal meetings of university presidents into today's complex organization for consultation among universities and between universities and the government; it has achieved recognition by the government as the voice of universities, although this exclusive status has been questioned by university faculty and student organizations.

* * * * *

the advisory committee learned, as universities were learning in their local jurisdictions, that academic and financial decisions were inseparable . . .

How effective has this system been — consisting of the executive Department of University Affairs (now the Ministry of Colleges and Universities), the consultative Committee on University Affairs, and the voluntary Council of Ontario Universities — in serving the public interest, in protecting institutions from political interference

and bureaucratic control, and in ensuring equitable treatment of individuals and groups within institutions?

During the period of rapid growth in the 1960s, the organizational structures, for all their jurisdictional fuzziness, seemed to be doing the job reasonably well. The Council of Ontario Universities and its predecessors encouraged system-wide planning and coordination through what was called "voluntary cooperation". The Committee on University Affairs advised the government on various aspects of post-secondary education: the funds required and their distribution among institutions, future development of the sector, and strategies of coordination. In this, its role differed little from that of the former Advisory Committee. But as government became more heavily committed to and more deeply involved in post-secondary education, it learned, as the universities were learning in their local jurisdictions, that academic and financial decisions were inseparable. Thus, the CUA also came to advise on a broad spectrum of academic and other priorities: the implications of formal financing; appropriate definitions, for grant purposes, of part-time and full-time students; embargoes on proliferating graduate programs; accreditation procedures, and many similar issues.

the government decided to impose a closer watch on the universities . . .

Advice on these varied matters would, of course, remain pious wishes unless given force by executive authority, which the Advisory Committee lacked. For that reason, among others, the Department of University Affairs was created in 1964. As Premier John Robarts made clear in introducing the legislation for its establishment, the government had decided to impose a closer watch on the universities:

The new department will administer all provincial grants paid to the universities and will maintain a constant scrutiny of the procedures and administrative methods by which this is carried out so that necessary changes in approach can be made when they are required.... Procedures will be

developed to allow detailed discussion between officials of the department and each university regarding proposed building plans on an individual and year-round basis.... [The Department] will work with the university officials in developing sound plans for the coordination of future expansion in the various faculties, schools and courses. In this way we will be able to eliminate unnecessary duplication of facilities and at the same time we will be able to ensure that no particular area of need is left without provision or no area of education is left undeveloped. We hope, too, that we can develop programs of cooperation in the purchase and use of various teaching materials and equipment and in this way we can spread the benefits further and, at the same time, also spread the cost on a more realistic basis.⁸

This statement represented an unambiguous assertion of governmental executive powers over the universities; there was no comparable statement defining countervailing powers for the Advisory Committee or any other body. In short, the government now had an agency through which it could, if it wished, exercise direct control over the universities.

Yet the largely defenceless position in which universities now found themselves was not clearly evident. The government did not employ its executive authority arbitrarily; and because it acted on the advice of the respected Committee on University Affairs, the impression took root that the executive powers of the new department were limited by the Advisory Committee.

*in the Department of
University Affairs, the
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control over the universities . . .*

Adding to this impression were the buoyant times in education. As government and the public pressed for wider access to education, the

Committee on University Affairs found that it could scarcely recommend an expansion that was rapid enough. Its typical annual recommendations for large increases in capital and operating grants were carried to the Treasury Board and apparently accepted without much argument. Staff salaries increased substantially; staff-student ratios improved. Small wonder that an erroneous view of the status and function of the Advisory Committee became widespread, particularly in some university circles, where it strongly persists today.

*the harsh reality of growing
government control was
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fiction of institutional
autonomy . . .*

To many, it appeared that an inventive system had been created in which a quasi-governmental body with strong academic membership had established itself as a "buffer" between government and institutions. It was assumed that the CUA, of mixed academic and lay representation, was either an advocate of universities speaking to government or a neutral body with real powers of its own, standing between institutions and government. That it was neither became clear only later when, under the impact of greater financial stringencies, the government demonstrated that the CUA was not an advocate, or an intermediary, but an advisory appendage whose counsel it could accept, modify, or reject. In reality, a structure had been created — largely without foresight — which purported to do one thing and in fact did another. Through the creation of a system shot through with ambiguity and jurisdictional fuzziness, the harsh reality of growing governmental control was obscured by the legal fiction of institutional autonomy and the imputed protective role of the CUA.

From this discussion, it emerges that Ontario's present system for the administration of universities has two major flaws. First, its delineation of the appropriate responsibilities and jurisdictions of government and institutions is so vague as to inhibit seriously the efficient functioning of the system. Second, despite explicit reassurances by government that it does

⁸ John P. Roberts, *Legislature of Ontario Debates*, April 22, 1964, pp. 2334-35.

not condone, in principle, direct government control of post-secondary institutions, the fact remains that the machinery does exist that has enabled it to assume wide powers of direction and control that properly belong with the institutions. It is clearly not in the public interest to perpetuate a system that embodies such fundamental defects.

Government-institution relations may theoretically operate through a variety of administrative structures, ranging from total government control to total institutional independence. But most systems of post-secondary education in the Western industrialized world have tended to follow three main models, any one of which could conceivably be adopted in a pure or modified form in Ontario. First, we could establish a single unified system of colleges and universities, similar to that which exists in many states of the United States. This we shall call the University of Ontario model. Second, we could adopt the bureaucratic model, which would lead to the direct governance of all universities and colleges in Ontario by a provincial department or departments. Third, we could create a system in which relations between institutions and government are mediated by a third body or bodies with clearly delegated powers. This is the buffer model.

it is clearly not in the public interest to perpetuate a system with such fundamental defects . . .

Three other suggestions may be thought feasible — indeed, they have been proposed to this Commission. A little reflection, however, suggests that they are undesirable choices, as well as being impracticable. First, there is total institutional autonomy. This has never been a reality in our history, and it is not a realistic choice today. For one thing, it would prohibit entirely the broad provincial planning and coordination that are required if our system is to use scarce resources efficiently and remain responsive to society's changing needs. As the Subcommittee on Research and Planning of the Committee of Presidents of Universities of Ontario (now the Council of Ontario Universities) stated:

One of the obstacles to rational planning is the concept of absolute university autonomy. In contrast to the freedom of the individual member of the university to dissent, to criticize, to investigate the unknown (which is basic), institutional autonomy can and must be considerably compromised.⁹

Absolute autonomy exists today only in the rhetoric of convocation platforms; public financing involves public service and public accountability.

total institutional autonomy has never been a reality in our history, and it is not a realistic choice today . . .

The second suggestion is the proposed "regionalization" of education services. This would leave many difficult issues unresolved. The idea of integrating under one board all post-secondary education services within a single geographical region is based on the erroneous assumption that all colleges and universities draw most of their students from the immediately surrounding area. Moreover, such regionalization would inhibit the differentiation and specialization of institutions provincially; it would leave to another undefined body the chore of provincial planning and coordination; and it would dampen the justified ambitions of our more distinguished institutions for achieving a high national and international reputation. This is not to argue that cooperative arrangements within regions, where appropriate — such as the organization of training in the health professions — should not be strongly encouraged and supported. It is merely to reject a total restructuring of post-secondary education along regional lines.

The third suggestion has been made by the Council of Ontario Universities (COU) in its response to this Commission's *Draft Report*. The COU proposes a complex system of authority and

⁹ Committee of Presidents of Universities of Ontario, *Towards Two Thousand*, from a Report Prepared for the Committee of Presidents of Universities of Ontario by its Subcommittee on Research and Planning as a Brief to the Commission on Post-Secondary Education in Ontario (Toronto: McClelland & Stewart Ltd., 1971), p. 98.

responsibility consisting of three levels: institutions, government, and between them an intermediary consisting of a reconstituted advisory Committee on University Affairs (CUA) and a buttressed Council of Ontario Universities with delegated government powers.¹⁰ This may be called the "double-intermediary" or "double-buffer" system. Its insuperable difficulties are easy to identify. Essentially, the system would invest a voluntary interest-group organization, the COU, with delegated governmental executive powers. In terms of public policy, it would be a step backwards from the present trend in Ontario to curb the extensive delegated powers of existing interest groups — such as professional licensing bodies — and to appoint lay members to their governing bodies.

we reject a total restructuring of the post-secondary system along regional lines . . .

We find ourselves in agreement with the critique of this scheme made by the Senate of York University:

A double-buffer would require a four-fold division of powers between the Government, the individual universities, and the two intermediaries (one like the CUA on the government end and one, as a reformed COU on the universities' end). The division of powers would be much more complex than in a single-buffering agency, which would only involve a three-fold division. The interfaces would be very complex. For example, the individual universities would expect to relate to the reformed COU directly, and to the government directly, as well as to the government through the various intermediaries. And all other combinations of interfacing would be expected, too. Each power centre (the government, the government-related buffer, the university-related buffer, and the individual universities) would be drawn into building its own bureaucracy to deal with the inter-

relationships, thus multiplying the bureaucracies. Each bureaucracy would be driven into enlargement because of the increased complexity of dealing with the complex set of interfaces with the other bureaucracies. The complex web of governance and bureaucracy; the confusion of responsibility and co-option; the cumbersomeness of decision-making and operations; the inertia of adjustment through a ponderous machinery; the poor communication on essential matters arising from fragmentation of knowledge and responsibility; the endless opportunities for mistrust arising from a combination of buckpassing, petty tyranny, and arbitrary and ignorant exercise of authority; all these phenomena provide strong arguments that the double-buffering approaches are *not* the preferred alternative.¹¹

We are left, then, with three reasonable alternative structures to consider for Ontario. All have particular strengths and weaknesses, and these must be carefully weighed.

a single centralized University of Ontario would have the necessary machinery to plan and coordinate, but the price would be high . . .

The single centralized University of Ontario would more or less duplicate in a province-wide system the governing structure now found at most universities: there would be a board of governors, with lay and academic representation, which would be responsible for financial affairs, and an academic senate to explore academic options and formulate academic policies. Such a system would clearly have the necessary machinery to plan and coordinate the development of the whole spectrum of post-secondary education; the combination of central academic planning and central financial control could accomplish both ends with greater ease and in shorter time than almost any other system. But the price would be high. It is impossible to

¹⁰ Council of Ontario Universities, *Responses to the Draft Report of the Commission on Post-Secondary Education in Ontario*, A Brief Presented to the Commission on Post-Secondary Education in Ontario, May 1972, pp. 14-15.

¹¹ Senate of York University, *A Brief Presented to the Commission on Post-Secondary Education in Ontario*, May 8, 1972, pp. 23-24.

divorce central planning and central financial control from central administration. And uniform administrative procedures may lead to standardized academic practices.

in Ontario, we lack a bulwark of custom and tradition firm enough to protect an academic community of teachers and students and the institutions in which they work . . .

The second model, the direct administration of post-secondary institutions by government, appears at first sight to be the most alarming alternative. It operates successfully, however, in a number of countries in western and central Europe — Sweden, France, and the Federal Republic of Germany, for example. In terms of planning and coordination, it has all the advantages of the University of Ontario model, and it can provide as much academic freedom as is found in many independent institutions. Moreover, its capacity for offering equality of educational opportunity to its citizens is as great as that of any other system. But it, too, runs the risk of opting for uniform administrative solutions and tends to encourage student unrest and political intervention. In Ontario, where we lack a bulwark of custom and tradition firm enough to protect an academic community of teachers and students and the institutions in which they work, such total government control of post-secondary education is fraught with grave risks to our inheritance and present values.

Yet, surprisingly, this is perhaps the end to which present trends are leading us. Our analysis suggests that there is no clear delineation of powers and responsibilities between government and institutions. Behind the undefined authority of the advisory system lies the wholly undefined executive power of government residing in the Ministry of Colleges and Universities. The only limit on government intervention in the affairs of individual institutions is the discretion of those exercising authority on its behalf. In different circumstances, this could become restraint by political expediency.

The already heavy pressures on government leaders to intervene will continue to mount as

long as effective mechanisms, and the will to make them work, are lacking. These mechanisms must respect the right of institutions to govern themselves, while permitting forward planning and coordination of the whole spectrum of post-secondary education. Already, the Ministry of Colleges and Universities is requiring individual institutions to supply searchingly detailed information about their operations. At the same time, the Ministry itself is rapidly acquiring experience in matters of planning and coordination. We fear that the day is not far off when public and Treasury Board demands for stricter controls on expenditures in post-secondary education will spur the Ministry to act immediately and independently, rather than await the problematical outcome of discussions among the institutions. Alternatively, the Ministry may more gradually effect a general administrative takeover, but it would be no less certain, whatever the pace. Moreover, no government advisory committee, however vigilant its membership, will be able to impede even the grosser forms of the Ministry's developing administrative control. On the contrary, by unintentionally rendering it less apparent, an advisory group may facilitate its evolution.

total government control of post-secondary institutions is perhaps the end to which present trends are leading us . . .

Can we devise an alternative structure which has the recognized merits of the two systems without their prohibitive costs? Is it possible to have central controls that permit system-wide planning and coordination without loss of the colour and diversity of program and intellectual tone that come of local institutional tradition, pride, and idiosyncrasy? It is imperative that we try. In this province, we lack the great private universities and colleges that elsewhere have often led in innovating and setting high standards. If the values of diversity are to be preserved in our almost wholly public system of post-secondary education, we may have to be less insistent on presumed administrative efficiency.

institutions with a large measure of independence are a fertile source of important social and intellectual values in a free society . . .

Our liberty to change the present hazardous course is considerable, we think, if government and institutions can concur on the wisdom and means of doing so. Bold accommodations are needed, clear vision, and the fortitude to assume the burden of decisions once made. Of course, structures alone are not enough to foster a highly decentralized system of post-secondary education for Ontario that fully recognizes the public interest. Our institutions are corporately weak and vulnerable. They depend for their legal existence and funds on the largesse of government. However inventive, no organizational mechanism that we can devise or recommend can protect institutions from untrammelled government intervention unless that system is buttressed by the conviction of society and government that institutions with a large measure of independence are worth preserving — that they are a fertile source of important social and intellectual values in a free society.

a suitably designated buffer is a singularly appropriate organizational response to the challenges presently confronting us . . .

Given such convictions, the third alternative — the buffer model — may offer a solution. It would require a general reallocation of powers within the system of post-secondary education. Government and institutions would have to delegate part of their jurisdiction to a third body — the buffer — to be used in accomplishing those tasks that no government body, university, or college can perform, alone or in concert, and that would satisfy public authority that system-wide planning and coordination were orderly and effective. We are encouraged to make this proposal by the fact that most of the briefs presented to this Commission by institutional representatives recognize the clear need for a province-wide executive authority to do precisely this. Where they disagree — and on occasion

quite sharply — is on the powers that such a buffer should have, and on its membership.

As public support of individual and social objectives grows, many of the traditional ways of administering that support need modification. Devices such as crown corporations, regulatory boards, and arts councils have been conceived to meet the varied challenges posed by government's involvement as an entrepreneur in business and industry, by its monitoring of a wide array of privately operated services, and by its encouragement and support of cultural activities. The treasured sensitivities of many of the learning and research endeavours in post-secondary education call for even stiffer safeguards to minimize political intervention and bureaucratic solutions. In an age of bigness, complexity, and public financing, the creation of a suitably designated buffer is a singularly appropriate organizational response to the challenges presently confronting us. It can provide continuity in the activities of our colleges and universities, without stifling new departures. It can enhance the valued cultural and educational pluralism which is rooted in our past and which answers our contemporary post-industrial needs. And it is in accordance with the goal of this Commission to increase educational opportunities while augmenting the flexibility, diversity, and quality of our learning and scholarly endeavours.

* * * * *

what does public accountability mean? . . .

What does the public interest in post-secondary education entail? What does public accountability mean?¹² In the use of public resources for post-secondary education, the public interest involves three central issues. First, from among the

¹² In the context of this entire discussion, it is instructive to note the work and interim reports of the Ontario government's Committee on Government Productivity and certain working papers prepared for the Committee. See especially Committee on Government Productivity, *Interim Report Number Seven*, Report to the Executive Council of the Government of Ontario on Communications and Information Services (Toronto: Queen's Printer, 1972).

competing claims on limited resources, basic decisions must be made concerning the proportion of public funds to be assigned to post-secondary education. This decision only the government can make, and it must be made directly by the government itself. Second, the sums must be distributed among the different institutions and programs. Finally, there is a public interest in the purposes for which these amounts are to be used. There must be methods for performing these functions. Because of the sensitivity of institutions of post-secondary education to political intervention, the latter two functions should be exercised, not by government directly, but by a responsible appointed public body with delegated authority — the buffer.

*a purely advisory body to
government cannot function
as a satisfactory buffer . . .*

The concept of a buffer must be defined explicitly if it is to be useful; when clouded by misconceptions and vague rhetoric, it can obscure essential relations and work much mischief. At the outset, it is worth emphasizing that a purely advisory body to government cannot function as a satisfactory buffer. The experiences of advisory bodies in post-secondary education in Ontario fully support that conclusion. If a body is to initiate as well as mediate, insulate, and protect, it must by definition be able to exercise authority freely within its area of jurisdiction; if it remains advisory alone, government must assume full constitutional responsibility for the setting of provincial educational priorities, and for planning and coordination. Furthermore, if government is to be held publicly responsible for its decisions, it cannot delegate de facto decision-making powers to an advisory appendage. To pretend that it can is to afford government the opportunity of ducking issues and perhaps open the way for widespread political irresponsibility. The delegation of executive powers to the buffer body gives rise to several crucial questions. How are responsibility and authority to be delineated among the three participants, levels, or tiers — government, the buffer, and institutions? What specific powers should the buffer be given? To what ends should they be used? And what should be the composition of this body?

In advocating the adoption of the buffer model, we propose that three councils be established, one for each sector of post-secondary education: colleges, universities, and the open educational sector. Each council should be given certain executive powers that are presently held by both the government and the institutions. Each should be structurally strong enough to withstand pressures from both sides. None of the councils should assume or arrogate to itself powers — for example, taxing powers — that only government can exercise. Their chief purposes should be, not the administering of the programs and institutions under their jurisdiction, but the planning and coordination of an orderly development of their sector of post-secondary education in the closest consultation with the institutions and related voluntary associations. Each council should have its own staff to accomplish its goals, and should be composed of a balance of lay and institutional members appointed by the government on the nomination of appropriate groups.

*the buffers are designed to
be guardians of the public
interest . . .*

Essentially, the councils are designed to be guardians of the public interest. The normal democratic procedure in areas such as health, finance, and welfare is to represent the public interest through a government minister and his department, which function within the limits set by statutory authority and are responsible to parliament. But in a field such as post-secondary education, which is infinitely more sensitive to political pressures and bureaucratic controls, other devices are needed to protect the public interest under defined powers of legislation. This is the role proposed for the buffer councils.

*line budgeting, even as
an audit measure, is
destructive of institutional
initiative . . .*

As proposed, the councils would have responsibilities in three major areas. First, in addition to other sources that the government might choose to consult, they would advise the government as to the global funds needed to

attain the educational objectives of each sector. Second, they would allocate and distribute the funds appropriated by the government among the different institutions and programs falling within their respective jurisdictions. As a precaution against undue interference in institutional accounts or excessive control by the councils, operating and capital grants earmarked for educational purposes should be given to individual institutions in a lump sum, as far as possible on the basis of objective criteria. This would allow institutions considerable discretion in details of expenditure. We are convinced that line budgeting, even as an audit measure, is destructive of institutional initiative. The third principal function of the councils would be to plan and coordinate the overall development of their respective sectors. This must be done with restraint and in close consultation with the various institutions and associated organizations.

As important as the defined responsibilities and powers of the councils is their composition. In our judgement, they should be comprised of both lay and institutional representatives, with the lay group having a slight majority. There must be sufficient academic and institutional representation to ensure that the councils will be sensitive to the issues facing them. But if the councils are to be credible to government and the public as guardians of the public interest, they must not be dominated by members from the institutions whose activities are to be planned and coordinated. The claim that "experts" serve the public interest by virtue of their expert status, ignores the natural propensity of professional groups to identify the public good with the advancement of their professional interests. Moreover, other sources of expert knowledge are at hand. The councils, it bears repeating, should work in intimate consultation with the institutions and province-wide organizations of staff, students, and administrators, who will voice the concerns of their constituents, as well as provide some of the expertise.¹³

¹³ For a discussion of issues involved in such consultation, see Frederick C. Thayer, *Participation and Liberal Democratic Government*, A Working Paper Prepared for the Committee on Government Productivity (Toronto: Committee on Government Productivity, 1971), and George J. Szabowski, *The Public Bureaucracy and the Possibility of Citizen Involvement in the Government of Ontario*, A Working Paper

professional groups tend to identify the public good with the advancement of their professional interests . . .

The council members should be chosen from lists of nominees put forward by appropriate associations in each sector, and subsequently they should be appointed by the Lieutenant Governor in Council. Since the members are appointed rather than elected, they may not be recalled by the nominating bodies. A full-time chairman should be appointed to each council, following consultation with the appropriate voluntary organizations, for a four-year renewable term.

confidence is an elusive quality that is hard gained and easily forfeited . . .

Confidence is an elusive quality that is hard gained and easily forfeited. As an essential condition of the councils' effective functioning, its importance can hardly be exaggerated. A balanced membership and the clear delineation of the councils' authority are vital ingredients in the difficult task of winning and holding the confidence of the public, government, and institutions. But they are not enough. Proper procedures also are crucial. If government is to delegate these extensive powers, the councils to which they are transferred must, at least in part, be sensitive to the same concerns as government. The councils will be public bodies. They should make known their transactions. They should follow open procedures, and well-defined and publicly known policies in the areas of their jurisdiction. As a rule, they should conduct their business in public. Only such matters as personnel policy and property dealings should be treated in camera. The councils should hold frequent consultations with all interest groups and lobbies within their sectors, and should periodically conduct hearings at the institutions under their jurisdiction. Reports scanning the councils' areas of responsibility and describing

Prepared for the Committee on Government Productivity (Toronto: Committee on Government Productivity, 1971).

their activities should be published and tabled annually in the Legislature.

Admittedly, problems will arise when the councils seek to justify their policies publicly in this way; open criticism is the hard currency of the public forum. We sympathize with institutions and their members as they suffer insensitivity, and sometimes even ridicule, in explaining to the public their customs, endeavours, and needs. But better this than that the public image of post-secondary education be molded by rumour and innuendo, destroying its credibility and perhaps making it the plaything of political gamesmanship. Open and well-defined procedures, the information that comes of public exposure, and wide-ranging consultation should do much to enhance the confidence of all groups in the councils, their work, and post-secondary education generally.

***open criticism is the hard
currency of the public
forum . . .***

The specific responsibilities of the councils for the university and college sectors of post-secondary education need little explanation. We should add a few comments, however, on the Council for the Open Educational Sector and on a fourth proposed council, the Council for the Creative and Performing Arts.

Recommendations for the open educational sector put forward in the *Draft Report* of this Commission have been enthusiastically endorsed, for the most part, by continuing education groups, libraries, and museums in all parts of the province. For years, a need has been building among our libraries and museums to have the funding of their cultural and educational facilities focused, enlarged, and coordinated.

***our libraries and museums
want the funding of their
cultural and educational
facilities focused, enlarged,
and coordinated . . .***

Dr. Peter C. Swann, former Director of the Royal Ontario Museum, has put the case well:

If the province is to make the rapid progress our times and society require, some central direction through an executive organization is desirable.... Not only would it receive requests and decide budgets, but it would also have the ability to bring together the diverse, complex elements of our cultural life and plan with them for the cooperation and extension of services throughout the province. This need in no way diminish the autonomy and enthusiasm of local groups — on the contrary.... [I cannot] see how, without centralized direction, the funding of such complex services can be directed to the maximum advantage of all.¹⁴

We fully concur with this viewpoint: an enlivening of local participation is not only compatible with, but may in some cases depend upon, a measure of central planning and coordination. The Council for the Open Educational Sector will have powers and responsibilities comparable to those of the councils for the colleges and universities.

***an enlivening or local participation
may in some cases depend
upon a measure of central
planning and coordination . . .***

A fourth council, the Council for the Creative and Performing Arts, should have functions quite different from those of the other three councils. It should be similar to the existing Province of Ontario Council for the Arts (POCA), but with a somewhat broader scope. Basically, it should be a granting agency with very limited executive powers and a small staff. It should make awards for outstanding achievement in the creative and performing arts; provide grants, scholarships, and loans for training or research in the areas of its concern; assist and collaborate with organizations whose purposes are similar to its own; and stimulate and promote the creative and performing arts throughout the province.

Not all institutions and activities will fall unambiguously within the jurisdiction of a particular council. In such cases, we recommend

¹⁴ Peter C. Swann, A Brief Presented to the Commission on Post-Secondary Education in Ontario, April 6, 1972, p. 3.

that, insofar as the institution functions as a centre of post-secondary education, it should be placed under the jurisdiction of the council that seems most appropriate, and those using its services should be eligible for the full range of benefits of the financial programs proposed by this Commission.

* * * * *

By dividing the spectrum of post-secondary education into four sectors, each with its own funding council, we recognize and hope to preserve the diversity of educational endeavours that they represent. At the same time, we acknowledge that the four sectors are not exclusive and independent of each other. They must be able to relate and interconnect in matters of common concern, and to establish direct working relations with other government bodies and voluntary organizations, such as those concerned with secondary education, health, labour, and other areas of social development. We suggest that such a liaison might be effected through the formation of joint committees and ad hoc task forces, initiated by the four councils, as necessary, to deal with specific problems — for example, to establish policy on student awards. These links within post-secondary education should be complemented by external contacts with the related areas of primary and secondary education. These contacts should be cultivated intensively on the local and provincial levels. To encourage liaison with the schools on the provincial level, we recommend that one of the lay members of both the Council for University Affairs and the Council for College Affairs be appointed on the nomination of the Ontario Teachers' Federation.

Finally, to encourage the overall coordination of all areas of post-secondary education, a permanent Ontario Committee on Post-Secondary Education should be established. This important body should have no executive or administrative responsibilities, and should not be part of any other body involved in post-secondary education in Ontario. What the Economic Council of Canada is to economic policy-making nationally, the Committee should be to planning on all aspects of post-secondary

education provincially. Hence it should be responsible for the uninterrupted scanning and monitoring of educational needs and resources in the province. Through studies, hearings, and publications, it should generate a steady flow of reliable information; it should isolate problems, suggest criteria for their solution, forecast trends, and identify new challenges. Above all, it should provide a valuable forum for participants in all areas of post-secondary education. Its membership should be small and drawn from government, various lay groups, and institutions.¹⁵

a permanent Ontario Committee on Post-Secondary Education should forecast trends and identify new challenges . . .

Readers of the *Draft Report* will recognize that this proposal departs from the Commission's earlier recommendation for the establishment of a Senior Advisory Committee that would have combined the above functions with that of advising the government on the allocation of funds among the various post-secondary sectors.¹⁶ We have drawn back from this proposal because of the persuasive argument that advisory bodies without clearly defined powers obscure responsibility as well as jurisdiction. The government's responsibility for allocating global sums to post-secondary education and among its various sectors should not be obscured by the suggestion that it should make decisions only on the advice of a single source. The Minister of Post-Secondary Education must be free to seek counsel as widely as he pleases. Moreover, if a body is to monitor the performance of institutions and programs, it should not be encumbered by onerous operational and executive functions that would encourage it to tailor its monitoring and research too closely to the immediate needs of government.

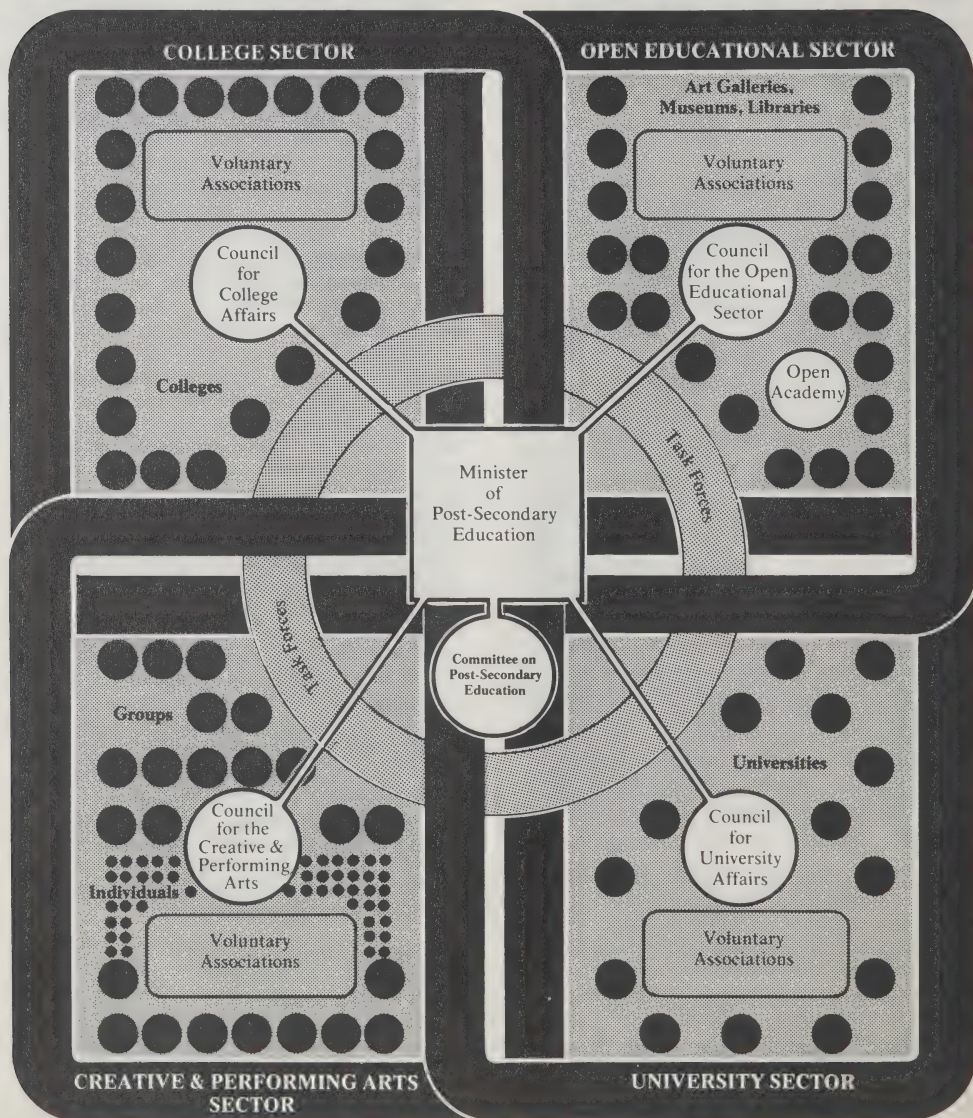
the proposed Ministry of Post-Secondary Education should retain a relatively small staff . . .

¹⁵ See Figure 7-1.

¹⁶ Commission on Post-Secondary Education in Ontario, *Draft Report* (Toronto: Queen's Printer, 1972), p. 34.

Figure 7-1

Pattern of Organizational Relationships Proposed for Post-Secondary Education in Ontario



The decentralization of powers proposed in this Report will require the transfer to the councils of many of the current functions and personnel of the Ministry of Colleges and Universities (the MCU). The proposed Ministry of Post-Secondary Education should retain a relatively small staff, certainly much reduced from the almost 700 civil servants presently employed by the MCU. It should be adequate to advise the Minister on the important policy decisions that will continue to be the government's alone and to administer the student grants and loans program. Since this latter program applies to students across the whole spectrum of post-secondary education, we recommend that it remain under the aegis of the Ministry; related policy, however, should be determined only after consultation with the council for each sector.

In advocating the adoption of the buffer model, we recognize a continuing vital role for institutions and their organizations in system-wide planning and coordination. Our educational goals, the interests of good management, and the commanding role of post-secondary education in society suggest the need for its representatives to be centrally involved through a regular consultative process in the making of policies which affect them and in the selection of appointees for the proposed provincial bodies.

voluntary associations of institutions, faculty, and students must have a continuing vital consultative role . . .

In the open educational sector, organizations of the pertinent institutions — libraries, museums, art galleries, and other cultural centres — and of their employees should be actively involved in establishing the council for their sector and in developing policies to strengthen and enlarge the activities within it. In the college and university sectors, a number of voluntary associations already exist that have established close cooperative relations with government. The Committee of Presidents of the Colleges of Applied Arts and Technology is at present the only well-established spokesman in the colleges. The Ontario Confederation of University Faculty Associations and the Council of Ontario

Universities (COU) are the recognized representatives for faculty and institutions respectively in the university sector.

“voluntary cooperation of universities has seldom been ‘voluntary’ or even ‘cooperative’” . . .

The evolution of the most prominent of the voluntary organizations, the Council of Ontario Universities, illustrates their great potential for consultation, as well as some of their limitations. Most of the voluntary provincial associations in post-secondary education were founded in the 1960s on the initiative of the provincial government or in response to its expanding influence in education — that is, as a by-product of the provincialization of post-secondary education. The Council of Ontario Universities has grown from ad hoc meetings of the chief executives of universities to a large and complex structure run by a highly qualified staff and supported by a substantial annual budget (almost \$1 million in 1971-1972). Its responsibilities have increased enormously, largely in response to government pressures for greater efficiency and the coordinated use of resources through system-wide planning. In these and other areas, the COU has been undeniably helpful to its member institutions and to post-secondary education generally. Without its work, and that of other voluntary associations, the transition of Ontario's post-secondary system from elite to mass education could probably not have come with such relative ease and so little disruption.

But the experience of the COU also illustrates the problems inherent in trying to achieve system-wide coordination and planning through voluntary organizations alone. As the universities have tried to discharge these functions through the voluntary mechanism of the COU, they have created an increasingly elaborate organizational machinery that is effective only when backed by government sanction. The Commission on the Relations between Universities and Governments has observed that

in fact the voluntary cooperation of universities has seldom been “volun-

tary" or even "cooperative". As a rule, whatever cooperation there is has been brought about by pressure from government; practically all "voluntary" cooperative arrangements now in existence derive their efficacy from either a direct or indirect threat of governmental sanctions.¹⁷

The problem is easily defined but impossible to remedy. Any organization like the COU that tries to coordinate the activities of its members on a genuinely voluntary basis must have the unanimous assent of its members for its major decisions. Yet any association thus constituted cannot realistically be expected to choose perspectives and make decisions that are in basic conflict with the interests of any of its members, even when they might further the development of post-secondary education. Representatives of the member universities have a clear obligation to protect and further the interests of their institutions and should not be expected to do otherwise within the COU.

***there are problems in trying
to coordinate and plan through
voluntary organizations alone . . .***

But if the organization and membership of voluntary associations render them incapable of undertaking system-wide planning and coordination on their own, it equips them admirably for their proper role — as spokesmen or advocates of the interests of their members in the counsels of post-secondary education.

The lobbying activities of groups of institutions, students, faculty, and staff are an indispensable part of our modern democratic process in post-secondary education. Both institutions and government can only benefit from having policies thoroughly discussed with the groups who will implement them. Such groups are also valuable in administrative procedures (for example, in generating and interpreting information essential to the functioning of the system) and in educating government and the public regarding

their aspirations and current issues in post-secondary education. Finally, interest-group associations have an important function in protecting the legitimate interests of their constituencies and in helping to resolve peacefully the conflicts in post-secondary education that inevitably will emerge among the competing groups of Ontario's pluralistic society.

***interest-group associations
have an important function
in protecting the legitimate
interests of their
constituencies . . .***

For these reasons, we recommend that existing voluntary associations of faculty and institutions be bolstered and that students, who now lack a provincial organization, be encouraged and supported in creating one or more of their own. We anticipate that the important provincial role for students proposed in this Report will help to stimulate the creation of an association or associations through which their views also can be voiced. As an incentive to such a development, the Commission proposes that student associations be recompensed for the contributions in time made by their members through participation on joint boards, councils, and committees. Legislation should be reviewed and amended where necessary to allow for diversity in governing structures among institutions. These payments should be made directly to the student associations and should not replace honoraria or stipends given to individual students for their participation.

We also put forward a series of recommendations regarding the internal governing and administrative structures of post-secondary institutions. These recommendations rest on the explicit premise that institutions should be governed and operated with a maximum of local autonomy. Most reiterate some of the recommendations of recent reports or reflect present trends. The Commission supports increased participation of faculty and students on all levels of institutional decision-making. Open decision-making within post-secondary education should be encouraged further by the requirement that publicly supported institutions make public all pertinent information relating to their

¹⁷ *The University, Society and Government, The Report of the Commission on the Relations between Universities and Governments* (Ottawa: The University of Ottawa Press, 1970), p. 85.

operations, including comprehensive financial statements tabled annually in the Legislature. Meetings of governing bodies should be open whenever possible, and they should be supplemented by regular public hearings to provide opportunities for communities to voice their interests. These hearings should be held, from time to time, in the localities served by the particular institutions.

institutions should be governed and operated with a maximum of local autonomy . . .

To encourage diversity among institutions, we make no recommendations on the specific form that institutional governing structures should take. The concrete traditions and needs of individual institutions embodied in their modes of governance should be preserved and safeguarded. To allow institutions the freedom to evolve structures corresponding to their purposes and traditions, new enabling legislation is needed. It should recognize the two basic models (and their variants) of university and college governance that presently exist as valid alternatives in Ontario: the reformed bicameral system with some interlocking membership between the board and senate (that is, with faculty and students sitting on the board and students and board members represented on the senate); and the unicameral governing body, combining the functions of board and senate. If passed, such legislation would have its main impact in promoting greater diversity among colleges of applied arts and technology, which at present have virtually identical governing structures.

Brief mention should be made of the changing institutional and public roles of lay members on governing bodies. Internally, the power of lay boards has been diminished through a process termed *democratization*, which has given faculty and students a larger say in institutional governance. At the same time, the traditional public role of lay boards as proxies of the public interest has been eclipsed by the emergence of government as the chief source of capital and operating grants. When institutions were not dependent upon the public purse, their lay boards, who represented the chief source of

funds, were rightly deemed guardians of the community's interest. But in today's provincial system, local boards cannot be expected to exercise major responsibility in holding institutions publicly accountable. The job of ensuring system-wide planning, coordination, and the furthering of social goals must be performed mainly by provincial bodies, standing in the place of government.

institutions should have the freedom to evolve governing structures corresponding to their purposes and traditions . . .

Nevertheless, lay representatives on governing bodies should be more than groups who meet and dine and follow the wishes of their president. They still have important functions as community spokesmen, as sources of expertise, and as public trustees. A strong lay voice is essential if the programs and purposes of Ontario's institutions are to reflect regional and community needs. Lay groups should further guard the credibility of institutions by speaking with authority to administration, faculty, and students when narrow concerns threaten to intrude on legitimate learning and scholarly functions. Finally, lay groups should protect institutions from improper outside interference in times of institutional crisis by serving as arbiters among contending factions. To exercise these many functions, the lay element on governing bodies should be broadly representative of their communities; boards dominated by the corporate elite have become an anachronism in our society. Thus, not more than one-third of their members should be self-perpetuating, with the balance appointed by the Lieutenant Governor in Council and by community groups such as alumni and city councils.

lay representatives on governing bodies should be more than groups who meet and dine and follow the wishes of their president . . .

Within institutions, the liberties of individuals who play a critical social role require safeguards that a large measure of institutional

independence alone cannot provide. An important duty of college and university teachers is to voice criticism and dissent. Our society looks to them for the closest scrutiny of its institutions; it expects them to question its dominant values and myths, and its accepted theories of nature and of social relations. This censorious process is acknowledged and even encouraged because it can, we think, enlarge society's understanding and mastery of itself and its environment.

Those who earn their living through the socially necessary but abrasive activities of questioning and judging need special forms of protection — the safeguards of academic freedom. The demand for academic freedom, however, should never become a claim for special privilege. Society should guarantee the same rights of speech, writing, and assembly to all its citizens. But when society asks a group of its members to bite the hand that feeds it, and to do so in connection with the socially sensitive task of teaching, it must protect them in the exercise of that duty. Teachers and scholars who speak out on contentious subjects need to be shielded from the wrath of the government and the society that fund them, as well as from the constraints of the not always tolerant institutional community of students, administrators, and academic colleagues in which they live. One important safeguard is for institutions to recognize the right of academic freedom in explicit procedures and rules regarding academic appointments, promotions, and dismissals. These should include provisions for due process and for protection against double jeopardy, and a statement on academic freedom. They should be worked out in detail between the institution and the academic staff concerned. When such procedural safeguards have been established, interested groups should take a dispassionate look at the related and much disputed issue of tenure in relation to its perceived aspects of job security and academic freedom.

To further protect the rights of individuals in post-secondary education, institutions should establish and publish, in consultation with their faculty and students, policies on grievance procedures for both. These should provide clear avenues of appeal for a broad spectrum of grievances of both students and teachers.

***institutions should recognize
the right of academic freedom
in explicit procedures
and rules . . .***

The recent growth in the size and range of Ontario's educational institutions suggests the need for a provincial ombudsman for post-secondary education. Such an office should be created. Its paramount duty would be to help individuals find their way and protect their rights within the increasingly complex maze of educational bureaucracies; in doing so, it would also foster the spirit of accountability that tends to flag among officials in large, impersonal bureaucratic organizations. An ombudsman, in brief, should provide a partial remedy for the following undesirable conditions that presently exist in many of our institutions:

Accountability of university bureaucracies — whether to courts or to elected representatives — is even less real or effective than the minimal accountability of government bureaucracies. The substitute to political and judicial accountability that we have trusted in — namely, the running of universities by academics — does not itself produce better administrative behaviour; from personal impression we conclude that frequently enough the behaviour is worse. In addition, there are usually no channels of appeal available outside the university.¹⁸

The office's main function would be to provide information to all parties confronted by administrative complexities; to paraphrase Nils Andren,¹⁹ it would supervise the observance of procedures, not their general suitability. The role of the ombudsman's office must be clearly circumscribed if it is not to intrude on the goal of a highly decentralized system; it must work out administrative procedures and resolve grievances on the level of local institutions. Defined negatively, the ombudsman's office would not interfere with established process in institutions;

¹⁸ Karl A. Friedmann and Burke M. Barker, "Ombudsmen in Universities", *CAUT Bulletin*, Spring 1972, p. 44.

¹⁹ Nils Andren, "The Swedish Ombudsman", *Public Administration Review*, December 1964, p. 227.

it would not be given the power to review or reverse administrative procedures. It would not be responsible for monitoring the system — for example, enforcing equality of treatment or anti-discrimination. In sum, the formal role of the office would not be to extend the boundaries of academic freedom, institute fair play, enforce the rules of natural justice, or supervise the multitude of administrative activities, although in the long run it would help remedy abuses or shortfalls in the system.

***there exists a need for an
office of provincial
ombudsman for
post-secondary education . . .***

The ombudsman's office would have the special duty of investigating complaints in institutions where due process, as statutorily defined by the Legislature, does not exist and of commenting privately or publicly on the failure to provide such processes. If, in the opinion of the ombudsman, due process in a given case was not provided by an institution and redress to the common law was not available — and only in this extraordinary circumstance — the ombudsman should be empowered to secure due process and to enforce a correction of the perceived abuse.

To carry out his responsibilities, the ombudsman should have all of the necessary attributes of such an office — in particular, the right of access to information, including pertinent confidential documents; the right to observe all deliberations in post-secondary education at which administrative officials make rulings; and the right of publication.

In dealing with the rights of individuals within academic institutions, we must not forget their obligations also. The rights of the student do not include the right to evade the intellectual standards required of his fellows in his particular field of study; nor do the rights of the teacher allow him to give less than complete commitment to the carrying out of his academic duties. This is not to deny the anomalous position of members of the academic community. They have a complex set of individual and social responsibilities that go beyond those of the

average citizen or employee of a firm. They have an obligation to share their knowledge and expertise with society through teaching, research, and community service. This latter function often requires that they devote their time and skills to social tasks that go beyond the concerns of the institutions that employ them.

Yet these contributions to society should never be at the expense of institutional responsibilities, whether in teaching or research. Institutions have a right to expect the whole-hearted engagement of faculty in the tasks they have assumed and for which they are paid. Society must judge harshly those staff members (operating outwards as entrepreneurs from a secure base of academic appointment) who are more concerned with personal monetary enrichment than with their basic responsibilities to learning and teaching. It is important to note that this problem does not exist uniformly throughout post-secondary institutions; that, where it is manifest, only a portion of the academics are involved; and that some efforts have been made by institutions and teaching associations to oversee and regulate the external contract work assumed by some staff members. A growing body of evidence indicates, however, that the holding of additional jobs or contracts to the neglect of primary, full-time institutional responsibilities are practices that have grown widely in academic circles over recent years — largely as a result of our society's very need for increasing specialized knowledge.

***the abuses of moonlighting
should be dealt with through
explicit and enforceable
codes of behaviour . . .***

The desire of this Commission to strengthen a decentralized post-secondary system suggests that the abuses of moonlighting should be controlled locally, in each institution, rather than through a general regulation from above. Accordingly, each post-secondary institution in which the problem exists should develop policies, procedures, and regulations that delineate the prime responsibility of an academic staff member to his or her institution, while recognizing the legitimate social and intellectual value of much work done by academics outside their institutions. These

regulations should ensure that an academic's non-institutional, contract, and off-campus work does not conflict with his or her prime responsibility. Such codes will vary from institution to institution, depending on circumstances and institutional traditions, but all should be explicit and enforceable. Codes with loopholes and without sanctions devised by and for moonlighters should no longer be tolerated.

***in loco parentis rules should
be abolished . . .***

As for students, the principle of openness and the fact that we envisage post-secondary education as an open and continuing activity necessitate that they not be treated as immature underlings, to be superintended, guarded, and controlled as wards

of their institutions. The time has come for all vestiges of *in loco parentis*, or guardianship, rules to be abolished. Equally, however, students should face the full, general responsibilities of any citizen, as well as their special responsibilities to the task of learning itself.

It is to the furtherance of this very task of learning that our recommendations on organization are directed. We believe that a post-secondary system composed of central buffers and an array of largely independent but vital institutions with diverse programs and governing structures should offer many rewards: more varied and flexible educational services for students, better quality and more freedom in teaching, greater possibilities for innovation and discovery in learning and research, and more critical evaluation of society and its problems.

Recommendation 89

- 1. There should be established a Ministry of Post-Secondary Education in Ontario.
 - 2. The jurisdiction of the Ministry should include all fields now falling under the jurisdiction of the Ministry of Colleges and Universities, as well as all other fields proposed in this Report for the sectors of open education and the creative and performing arts.
 - 3. All provincial support for these fields should be funded through this Ministry.
 - 4. The Ministry, in addition to its customary duties of advising the Minister, should administer the student grants and loan programs recommended in this Report.
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Recommendation 90

- 1. There should be established, by law, four governmental agencies dealing with the planning, coordination, and funding of post-secondary education in Ontario. These agencies should replace the existing advisory and other bodies now performing these functions.
 - 2. These four agencies should be called:
 - (a) the Ontario Council for University Affairs;
 - (b) the Ontario Council for College Affairs;
 - (c) the Ontario Council for the Open Educational Sector; and
 - (d) the Ontario Council for the Creative and Performing Arts.
 - 3. The four agencies should be responsible to the Ontario Legislature through the Minister of Post-Secondary Education.
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Recommendation 91

- 1. The Ontario Council for University Affairs should be established by statute.

2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
4. The 14 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:
 - (a) two members appointed from the nominations of each of: the Council of Ontario Universities, the Ontario Confederation of University Faculty Associations, and representative student associations;
 - (b) one member appointed from the nominations of the representative associations of non-academic university staff;
 - (c) six members appointed from the nominations of representative associations of labour, management, the professions, community groups, etc.; and
 - (d) one member appointed from the nominations of the Ontario Teachers' Federation.²⁰

Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.

5. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
6. No chief executive of a university or a similar post-secondary educational institution should be appointed to the Council.
7. The Council should:
 - (a) plan and coordinate, in consultation with universities and related voluntary

²⁰ See Chapter 5 of this Report.

associations, the university sector of post-secondary education in the province;

- (b) advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;
 - (c) allocate and distribute operating and capital funds among the institutions;
 - (d) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for University Affairs; and
 - (e) hold public hearings, from time to time, at the institutions under its jurisdiction.
8. The Council should allocate and distribute its funds for both educational operating and capital grants on an objective formula basis.
9. Any major change in the method of funding educational or research activities should be preceded by consultations with representatives of voluntary organizations in the university sector.
10. The Council should consider awarding up to 2 per cent of its operating grants budget for innovations in educational programs and policies. Grants for such projects should persist for no longer than five years; within this period, successful innovations and experiments should be viable on the basis of ordinary support.
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Recommendation 92

- 1. The Ontario Council for College Affairs should be established by statute.
- 2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
- 3. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.

4. The 14 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:
- (a) two members appointed from nominations of each of: the Committee of Presidents of the Colleges of Applied Arts and Technology, the organization representing faculties of Ontario Colleges of Applied Arts and Technology, and representative student associations;
 - (b) one member appointed from the nominations of the representative associations of non-academic staff;
 - (c) six members appointed from the nominations of representative associations of labour, management, the professions, community groups, etc.; and
 - (d) one member appointed from the nominations of the Ontario Teachers' Federation.²¹

Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.

5. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
6. No chief executive of a college or a similar post-secondary educational institution should be appointed to the Council.
7. The Council should:
- (a) plan and coordinate, in consultation with colleges and related voluntary associations, the college sector of post-secondary education in the province;
 - (b) advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;
 - (c) allocate and distribute operating and capital funds among the institutions;

²¹ See Chapter 5 of this Report.

- (d) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for College Affairs; and
 - (e) hold public hearings, from time to time, at the institutions under its jurisdiction.
8. The Council should allocate and distribute its funds for both educational operating and capital grants on an objective formula basis.
 9. Any major change in the method of funding educational or research activities should be preceded by consultations with representatives of voluntary organizations in the college sector.
 10. The Council should consider awarding up to 2 per cent of its operating grants budget for innovations in educational programs and policies. Grants for such projects should persist for no longer than five years; within this period, successful innovations and experiments should be viable on the basis of ordinary support.
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Recommendation 93

1. The Ontario Council for the Open Educational Sector should be established by statute.
2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
4. The 12 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:
 - (a) two members appointed from the nominations of each of: the provincial associations of employees of libraries, museums, art galleries, the open academy, and similar institutions, and the provincial association of libraries,

museums, art galleries, and the open academy;

- (b) two members appointed from the nominations of the representative associations of teachers in adult and continuing education; and
- (c) six members appointed from the nominations of representative associations of labour, management, the professions, community groups, etc.

Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.

- 5. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
- 6. No chief executive of an institution within the open educational sector should be appointed to the Council.
- 7. The Council should:
 - (a) plan and coordinate, in consultation with the appropriate institutions and voluntary associations in that sector, the open educational sector of post-secondary education in the province;
 - (b) advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;
 - (c) distribute operating and capital funds among the institutions;
 - (d) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for the Open Educational Sector; and
 - (e) hold public hearings, from time to time, at the institutions under its jurisdiction.
- 8. The Council should, where feasible, allocate and distribute its funds for both educational operating and capital grants on an objective formula basis.

9. Any major change in the method of funding educational or research activities should be preceded by consultations with representatives of voluntary organizations in the open educational sector.
 10. The Council should consider awarding up to 2 per cent of its operating grants budget for innovations in educational programs and policies. Grants for such projects should persist for no longer than five years; within this period, successful innovations and experiments should be viable on the basis of ordinary support.
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Recommendation 94

1. The Ontario Council for the Creative and Performing Arts should be established by statute.
2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. The Council should be the main Ontario agency providing funds for the support of the creative and performing arts.
4. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
5. The 10 appointees should be selected from nominees of voluntary associations interested in the creative and performing arts as well as representative associations of labour, management, the professions, community groups, etc.²² Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.
6. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.

²² See Chapter 5 of this Report.

7. The Council should:

- (a) advise the Minister of Post-Secondary Education on the global sums needed for the performance of its functions;
- (b) stimulate and promote the creative and performing arts throughout the province;
- (c) assist, cooperate with, and enlist the aid of organizations whose objectives are similar to the objectives of the Council;
- (d) make awards to persons in Ontario for outstanding accomplishments in the creative and performing arts;
- (e) provide, through appropriate organizations or otherwise, grants, scholarships, or loans to persons in Ontario for study or research in the arts in Ontario or elsewhere or to persons in other provinces or territories of Canada or any other countries for study or research in the arts in Ontario; and
- (f) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for the Creative and Performing Arts.

8. The Council should follow the present practice of the Province of Ontario Council for the Arts in having a small administrative staff and limited executive powers. It should be mainly an application and award centre for individuals and organizations engaged in the creative and performing arts.

Recommendation 95

The four Councils should be encouraged to form, when necessary, joint committees and task forces to deal with specific common problems and for a specified period of time. Such task forces should be used to maintain appropriate liaison with other Councils, with government bodies, and with interested organizations.

Recommendation 96

- 1. There should be established an Ontario Committee on Post-Secondary Education.**
- 2. The Committee should have no executive or administrative responsibilities or be a part of any of the executive or administrative bodies involved in post-secondary education.**
- 3. The Committee should review and monitor post-secondary education in Ontario. It should:**
 - (a) sponsor and publish studies on specific subjects it considers important and of interest in the field of post-secondary education;**
 - (b) hold regular public hearings on post-secondary education throughout Ontario; and**
 - (c) publish annual reports dealing with the entire range of post-secondary education.**
- 4. Members of the Committee should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.**
- 5. The 15 appointees should be selected from nominees of voluntary associations and should reflect the following division:**
 - (a) four members appointed on the nomination of labour, management, and community groups;²³**
 - (b) four members appointed on the nomination of representative associations and organizations of post-secondary educational institutions, including students, faculty, and administration;**
 - (c) four members appointed on the nomination of provincial associations of engineers, doctors, lawyers, and other professional associations;**
 - (d) the Chairman of the Ontario Council of Health;**
 - (e) the Deputy Minister of Post-Secondary Education; and**

²³ See Chapter 5 of this Report.

- (f) the Chairman of the proposed Ontario Human Development Commission.²⁴

Appointed members of the committee should hold office for staggered three-year terms, once renewable.

6. The Committee should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
 7. The Committee should have a small, permanent staff and sufficient funds to support its research and publications.
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Recommendation 97

Faculty and institutions should maintain or, where necessary, create provincial associations to make possible the expression of views of their constituencies.

Recommendation 98

1. Students enrolled in institutions of post-secondary education should be encouraged to create a province-wide organization or organizations.
 2. To support their legitimate functions at the provincial level, such organizations should be funded according to a formula that recognizes the contributions in time made by their members to joint boards, councils, and committees. In addition, individual students should receive honoraria for their participation.
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Recommendation 99

All post-secondary institutions should be governed, administered, and operated with a maximum of local autonomy. (By maximum local autonomy is meant that the governing bodies of each institution should be

²⁴ See Chapter 6 of this Report.

recognized as the policy makers for all matters that can be settled or resolved at the individual institutional level.)

Recommendation 100

Students and faculty should have direct and significant representation on the governing bodies of provincially assisted institutions.

Recommendation 101

Legislation should be reviewed to allow for diversity in governing structures among institutions. New legislation permitting such a development should be passed.

Recommendation 102

Institutions should make public all relevant information pertaining to their operation, including financial statements. These reports and financial statements should be tabled annually in the Legislature.

Recommendation 103

Of the lay members of governing bodies of universities and colleges, not more than one-third should be self-perpetuating, with the balance appointed by the Lieutenant Governor in Council and bodies such as alumni and city councils.

Recommendation 104

1. To protect academic freedom, institutions — where they have not already done so — should develop appropriate procedures and policies regarding academic appointments, promotions, and dismissals.
 2. Such procedures should be worked out in detail between the academic staff concerned and the institution, and should include a statement on academic freedom.
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Recommendation 105

Institutions, in consultation with their faculty and students, should establish and publish policies on grievance procedures for both.

Recommendation 106

1. The Lieutenant Governor in Council, on the recommendation of the Minister of Post-Secondary Education, should appoint a citizen as provincial ombudsman for post-secondary education.
 2. The ombudsman for post-secondary education should have all the necessary attributes of such an office: in particular, access to information, the right to observe deliberations at which administrative officials make rulings, and the right of publication.
 3. The ombudsman for post-secondary education should table annual reports in the Legislature describing the activities of his office.
 4. Only in the absence of established grievance procedures in an institution should the ombudsman be empowered to secure fair treatment of its employees and students.
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Recommendation 107

Institutions, in consultation with the academic staff concerned, should develop policies, procedures, and regulations that recognize the prime responsibility of an academic staff member to his or her institution and ensure that his or her non-institutional, contract, and off-campus work in no way conflict with this responsibility.

Recommendation 108

All vestiges of *in loco parentis* rules should be abolished in institutions of post-secondary education.

Chapter 8

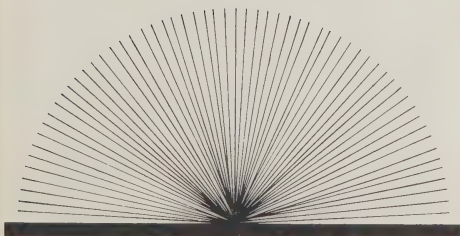
Financing: Equity and Quality

Structure and finance are complementary facets of the post-secondary system; they are the instruments whereby we may achieve our goal of providing a system of education that is high in quality and responsive to social needs. They are also closely interrelated, for the dominant presence of public funds in post-secondary education demands the creation of responsible and responsive administrative structures and financial policies.¹

We have already described the emergence of government as a significant agent in the financing of post-secondary institutions in Ontario. Indeed, public funds were the chief instrument in the creation of today's diversified, mass system of post-secondary education. Although this increased financial involvement was inevitably accompanied by greater governmental influence, institutions were able to retain a large measure of their traditional independence. This remarkable accomplishment developed partly as a result of the government's restraint in applying administrative controls, partly because the government lacked instruments for such control, and partly because public interest did not become intense until the massive growth of post-secondary education in the 1960s.

It is important to realize that the traditional independence of post-secondary institutions from direct governmental control is rooted not only in the past, but also in important social values. To these institutions the public entrusts both the education of its citizens and the duty to explore the unknown, question the known, and criticize its social order and institutions; and public funds enable them to perform these functions. Because institutions are supposed to be truly critical of the society that supports them, special administrative

¹ A number of studies may be of interest to the reader: Systems Research Group, Inc., *Financing Post-Secondary Education*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972); Stephen G. Peitchinis, *Financing Post-Secondary Education in Canada*, A Report Commissioned by the Council of Ministers of Education of Canada, Calgary, 1971; Charles Hanly, *Who Pays? University Financing in Ontario*, Ontario Confederation of University Faculty Associations Studies in Higher Education I (Toronto: James Lewis & Samuel, 1971); and W. G. Fleming, *Ontario's Educative Society*, 7 vols. (Toronto: University of Toronto Press, 1971), vols. 1, 2, and 4.



and funding arrangements have been devised to allow them a degree of independence.² At the same time, their independence has been balanced by important social considerations — the need for the proper use of public funds, the provision of a high quality and efficient system of post-secondary education, and the equalization of educational opportunities throughout society.

***public funds were
the chief instrument in the creation
of today's diversified,
mass system of post-secondary
education . . .***

The existing administrative and financial arrangements in post-secondary education reflect a conscientious attempt to reach an appropriate balance between social need and institutional independence. The balance is delicate, for this independence — and thus academic freedom — may be endangered if inappropriate administrative and financial instruments are used. Our task, then, is to identify the shortcomings of the system that now limit or in the future may limit the realization of these non-academic goals, lead to the waste of public resources (through lack of planning or unnecessary duplication), prevent accessibility to post-secondary education, and hamper public accountability.

At present, public support of post-secondary education is provided in two ways: through grants, loans, bursaries, scholarships, and fellowships to students; and through grants and subsidies to institutions. Funds in both categories have increased prodigiously during the past 10 years; the funding method, however, has developed in a piecemeal fashion, often in response to a particular pressure or an immediate need. Some of these needs no longer exist; others are not met adequately by the policies devised for them; and with changing conditions, entirely new needs have emerged which the present funding arrangements could not anticipate.

In the case of the universities, public funding of the institutions — the largest single type of grant

for post-secondary education in Ontario — has taken two forms. Until 1966, each university received grants based on an individual request submitted to and reviewed by the government. Since 1966, a system designated as formula financing has served as the basic policy for the distribution of funds to universities. It is important to understand why the formula system was established and why it was thought superior to the previous policy; it is also necessary to ask how it has performed to date.

Although universities in Ontario have long received financial support from the Province, it was not until the late 1950s and the early 1960s, when enrolments rapidly increased, that this support began to make substantial demands on the public treasury. Faced with the likely prospect of even further increases in enrolments and costs, the provincial government sought advice on how to distribute its support and how to obtain assurances that public funds were being used appropriately. Various advisory committees were established for this purpose between 1950 and 1964, when the present Committee on University Affairs was created.

***by 1966, the fear was expressed
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total control . . .***

It seems clear from the history of these advisory committees, as well as from the statements of responsible government officials, that the distribution of funds was their main concern (although, as we have explained elsewhere,³ certainly not their only one). They began to examine and discuss in greater detail the financial affairs of individual institutions and to consult individual university officials on specific financial matters. Frequently, government officials whom the committees advised also were present at these consultations. For the most part, the government accepted the committees' recommendations, and funds continued to be distributed to individual institutions on the basis of their requests.

² See Systems Research Group, *Financing*, especially pp. 12-26.

³ See Chapter 7 of this Report.

Not surprisingly, this method of financing was found wanting by all concerned. Because there were no articulated and publicly stated criteria for the distribution of funds, some institutions suspected that others were receiving preferential treatment. Whether or not this was true, no one could disprove the charge; and under the circumstances, it became very difficult to establish any pattern of voluntary cooperation among institutions. The impression of being singled out for less than equal treatment was further increased by the government's and the committees' growing demands for more and more internal information from institutions about their internal operations. Indeed, by 1966, the fear was expressed that the government was moving towards line-by-line budget control of institutions, and thus to a position of total control. Finally, individual institutions were unable to plan, since they did not know on what basis they were currently receiving or would in future receive funds.

The government found the system to be unsatisfactory because it did not effectively safeguard the public interest. To start with, the validity of the annual comparisons of institutional budgets which formed the basis for the allocation of funds was in doubt. The result was a budgetary process of the incremental kind. Budgetary proposals focused on increases to existing items and the addition of new items. The need for change or the elimination of old items was rarely discussed. Thus the system tended to maintain the status quo. The government's demands for more information from each institution could not resolve the problem, for there were no established criteria for judging the use of funds, the legitimate need for increases, or the possibility of limits. Moreover, these demands appeared to run counter to a declared government policy of allowing the institutions as much independence with respect to such funds as was compatible with the protection of the public interest. In sum, this traditional system of financing made planning and coordination as difficult for the government as it was for the institutions; it also represented a threat to institutional independence.

In 1966-1967, following consultation with institutional representatives, the government

initiated a policy of formula financing that was designed to solve or alleviate most of the problems associated with the previous system. At the recommendation of the Committee on University Affairs, the government announced that public support for operating purposes of universities henceforth would be based on the number of students registered at each institution. In order to reflect the variations in the costs of different programs, the subsidies would be weighted according to costs per student. For example, the support of an agricultural student was deemed to be about twice as expensive, and that of a medical student five times as expensive, as the support of an undergraduate student in the first year of general arts. Moreover, other private or public income that the institutions might receive, with the exception of tuition fees, would not be deducted from government subsidies. Finally, extra-formula grants would be instituted to cover the higher operating costs of emerging post-secondary institutions and French-language learning programs.

the introduction of formula financing in 1966-1967 met one of the chief problems facing a rapidly expanding system: the certainty of support for its growing operations . . .

The new policy was welcomed as a great improvement over the previous system. Based on clearly articulated criteria — actual student enrolment — it met one of the chief problems facing a rapidly expanding system: the certainty of support for its growing operations. From the government's viewpoint, the formula was seen as a device that emphasized the importance of student demand as a basis for planning. It also allowed the government to curb the trend towards increasingly detailed scrutiny of institutional operating budgets, while giving institutions the necessary incentives to respond to the social need of accommodating an increasing number of students. Both the government and the institutions saw in formula financing a safeguard for institutional independence, and thought it conducive to better planning and voluntary cooperation. And, of course, it freed the government from any possible charge of playing

favourites. Each institution knew how much money it would receive and on what basis, and could easily calculate the subsidized income of other institutions. It is significant that following the introduction of the formula in Ontario, a number of other provinces adopted it, and it has been advocated as a mechanism for resolving similar problems in Britain,⁴ a number of American states, and Australia.

We favour retaining the formula-financing method; the very same considerations which argued for its adoption support its retention. It explicitly recognizes student demand as an important basis for planning; it ensures the equitable financial treatment of institutions; and it preserves a large measure of institutional independence. But the present formula should be modified and supported by other policy instruments. While it is an effective device for allocating public subsidies for instructional purposes equitably among institutions and programs, it should not be regarded as a solution to all the problems of the post-secondary system. Above all, the experiences of the last five years have demonstrated that formula funding alone cannot ensure the balanced development of Ontario's post-secondary system.

When the present formula method was first adopted, it was expected that student demand and competition among institutions would serve as a guide to planning and the allocation of funds; a formal plan for system-wide expansion and diversification was not deemed necessary. This approach was encouraged by the widely shared view that a provincial body controlling the universities should not be established. Under the neutral umbrella of the formula, cooperation among institutions was expected to flourish and lead to voluntary system-wide planning and coordination.

Growth in enrolment and course offerings may have been stimulated by the formula, which ensured that universities would provide sufficient places for all qualified students; but the desired coordination was not achieved. For instance, graduate programs were proliferated across the spectrum of Ontario's university system without

adequate attention to the need for quality, specialization, responsiveness to regional wants, and economy. And universities serving the same region often needlessly duplicated programs while ignoring local needs for learning, service, and research. In short, no formula could be relied upon to stimulate the coordination which Ontario's large and complex system needed, and our proposed organizational innovations are designed to remedy this situation.

***policy instruments other than
formula financing are needed
to stimulate the coordination
of Ontario's large and complex
system . . .***

A second problem which needs correcting is the steering effect which the present formula has had on universities. In some areas, it has tended to inhibit innovative academic policy; in others, it has led to pell-mell expansion. The fault does not lie in formula financing as such, but partly in the large number and size of weights used to calculate public support for different programs, and partly in the use of the formula to determine the public subsidy for all activities of post-secondary institutions. Since the present formula was adopted, universities have often designed their programs in order to maximize their incomes rather than to realize institutionally determined pedagogical goals. The result, not surprisingly, has been a tendency for institutions to duplicate programs that yield high financial returns. To be sure, the trend towards uniformity of program within the university system had emerged quite independently of the formula; a number of universities deliberately modelled their programs on those of the high-status institutions. But the formula served to reinforce this pattern.

This entire syndrome, though evident in many areas, is reflected most dramatically in the growth of graduate education in Ontario. In the 1960s, the expansion of graduate studies became an important educational goal. When the policy was introduced, there was strong justification for emphasizing graduate studies in Ontario and in Canada generally. Previously, the Province had relied heavily on the import of scholars from other countries; it also had depended on British

⁴ See Systems Research Group, *Financing*, pp. 26-30.

and American institutions to train Canadians at the graduate level. The rapid increase of Ontario's undergraduate enrolments, however, as well as increasing national self-awareness and the rejection of total dependence on foreign graduate schools, spurred the government to develop a province-wide program of graduate education.

Both the established and the newer universities participated in this development. The fact that they operated with unlimited charters made it possible for them to do so; the heavy weights attached to graduate instruction ensured that they would. Of course, this policy of providing powerful incentives to the unplanned growth of graduate programs could not continue for long. Soon searching questions were asked about the need for so many programs, about their quality, and about the responsible use of public resources. The result was an interim measure that placed an embargo on all new graduate programs. At present, the government and the Council of Ontario Universities are engaged in a slow, costly, and still unproven effort to resolve the problem through voluntary cooperation. Similar problems have arisen in other jurisdictions — for example, the United Kingdom and the United States — often taking more virulent forms than those found in Ontario.

To help remedy some of the baneful steering effects of the present formula, effective provincial planning and coordinating structures are obviously needed, and these we have recommended. In addition, while the formula should continue to be based on weighted student enrolment, we propose two important changes: the formula should be much simplified by reducing the number and narrowing the range of weights; and the formula should be used solely to determine the public subsidies for an institution's instructional and related functions. In brief, we question the assumption of the present formula that the weighted number of students enrolled in various programs and facilities is a reliable indicator of what an institution should receive as a lump sum government subsidy for all of its activities — instructional, service, and research.

It is imprudent and harmful to establish a deterministic relationship between weighted numbers of students and the subsidization of

research and special social projects. The existence and availability of such areas for support should not be decided by an enrolment vote. For example, if at some future time no students choose to study a certain discipline — say, mathematics or Chinese languages — should all public support for scholarship in these areas cease? Such a system will not guarantee breadth and quality in post-secondary education. Finally, some provision must be made for the subsidization of new and important educational projects which fall outside the requirements of the formula.

formula financing on the basis of weighted student enrolment should be used solely to determine the public subsidies for an institution's instructional functions . . .

In the field of research, public support granted entirely on the basis of enrolment is undesirable because society may have an immediate and urgent need for new knowledge in an area such as medicine or science where few, if any, students are enrolled. In this case, reliance on student enrolment as a determinant of research support tends to inhibit a clear assessment of society's research needs, as well as to impede public accountability. At the same time, indiscriminate support of research in all learning centres that is based on student enrolment hampers the development of excellence; this can be achieved only through the judgement of performance according to specific and high standards, and often this can be accomplished only through specialization and concentration. Finally, the funding of an institution's research and general services to society wholly on the basis of student numbers makes it difficult to ensure that students who need subsidies do in fact receive them.

The most obvious modification required in the present formula is the separation of funds given to institutions for educational purposes from funds that they receive for other activities. Specifically, the public subsidy for operating costs of post-secondary institutions should be allocated to each institution as a single global sum and should distinguish between a subsidy for

educational or instructional functions (including research and scholarship vitally associated with instruction) within the range of one-half to two-thirds of their costs; and payments for research and other activities, where applicable, on a long-term basis (no fewer than three but no more than five years) and following quality assessment within each field or discipline. The public subsidy should be allocated to each institution as a single global sum, with the first part based on a revised formula.

***funds given to institutions
for educational purposes
should be separated from
funds received for other
purposes, including research . . .***

The task of separating the functions of instruction and research and funding them separately is not as difficult as is sometimes thought. Much depends on distinguishing different kinds of research. In the Commission's view, the kind of research that should be funded separately is that which is not directly essential for teaching effectiveness. Activities which are heavily capitalized⁵ and involve non-teaching functions need separate funding and accountability. We should emphasize, however, that scholarship and research that can be classified as essential to teaching should continue to be funded through the formula as a charge on instructional costs. For example, many of the scholarly activities undertaken by teachers in the humanities should be so classified.

Where the line is drawn between these two kinds of research is a matter of judgement, approximation, and consultation with appropriate groups.⁶ Given the wide range of possible classifications, however, and the sensitive role that research plays within and outside universities, people of goodwill are likely to disagree on where the separation should be made. We suggest that the determining factor should be

⁵ Requiring not only heavy equipment for laboratories, but also libraries, books, and cataloguing for collections which are predominantly utilized in research.

⁶ Louis-Philippe Bonneau and J. A. Corry, *Quest for the Optimum: Research Policy in the Universities of Canada* (Ottawa: Association of Colleges and Universities of Canada, 1972), ch. 3.

whether or not the research effort and cost in question can be regarded as essential to teaching. In any case, the allocation of funds for separately funded research should be preceded by a consultative and advisory process in which the judgement of peers is sought. Research funds should be given directly to institutions, rather than to a particular faculty or department.

As well as helping to correct the steering effect mentioned earlier, the system of separate funding for research should enhance the responsiveness of the post-secondary system to society's scholarly and research needs; it should promote institutional specialization and complementarity, which are vital to quality within, between, and among institutions; it should facilitate planning and coordination; and it should encourage differentiation among faculty members — not necessarily in their remuneration, but in their activities. Faculty are not a homogeneous group, and they should not be employed as though they were. The diversity of their individual interests, skills, and abilities should be reflected in the range of career options open to them. In its employment specifications, the post-secondary system should recognize that most faculty are not equally proficient in the performance of the main educational functions — teaching, administration, community service, and research.

***in research, specialization
and differentiation will come
only through planning and
coordination . . .***

An additional argument in favour of separating the funding of certain kinds of research and instruction relates to the role of the federal government in post-secondary education, especially as this role relates to research. It is imperative that much of Ontario's research effort be viewed as part of a national research strategy. While Canada is comparatively rich, and post-secondary education is generously supported, there is a relative scarcity of highly talented people and funds which demands their most efficient use. The federal government and its agencies should provide the necessary leadership, instruments, and funds to achieve nation-wide

coordination in this area. But the provincial government also must establish its own research policy and, in consultation with the appropriate associations and individuals, provide planning assistance which is coordinated with the national effort. The separate funding of research can facilitate this planning task.

the federal government and its agencies should provide the means to achieve nation-wide coordination in the field of research . . .

If research funding is separated from instructional funding by the formula method, the reasons for the excessive weights now given to students in professional and graduate schools (justified by the heavy research component included in the subsidy) will disappear, and we can devise a formula that will eliminate the present steering effect. Also, the number of program weights can be reduced to three or four categories. The selection and definition of these categories should be determined through a process of consultation⁷ that should be speedily concluded. To facilitate long-term planning, policies regarding research grants and formula subsidies for instruction should be made and announced on a "rolling" three-year basis. At the same time, institutions should be free to set their own tuition fees. Part-time students should be subsidized on a pro-rated basis.

While these modifications of the formula should help to resolve many of the problems that have emerged in its use, an administrative innovation is needed to remedy another shortcoming in funding that has recently appeared. During the past two years, fluctuations in attendance patterns and the sudden deceleration of enrolment increases have made it difficult to forecast enrolments accurately. For some institutions, this has resulted in considerable financial instability that is conducive neither to learning nor to rational planning.

The source of the difficulty is the direct dependence of an institution's current income

upon its current enrolment. Early each calendar year, colleges and universities draw up enrolment forecasts for the academic year that begins in the fall. On the basis of these forecasts, they determine staffing and other resource requirements, draw up budgets, and make contractual commitments with faculty and staff. Their real income, however, is calculated on the basis of an actual weighted student count taken in the late fall. This administrative arrangement formerly worked well for all institutions. The continuous, smooth, and apparently easily predictable growth of student enrolments throughout the post-secondary system almost invariably resulted in institutions achieving or exceeding their enrolment targets. Thus, they received their full budgeted income and could formulate plans for subsequent spending.

But at present and for the immediate future, more varied enrolment patterns are likely. Some institutions, particularly certain colleges of applied arts and technology, will probably continue growing rapidly. Others will grow more slowly. Still others are likely to find their enrolment levelling off or even declining. The situation is complicated by recent marked fluctuations in enrolment patterns. Some high-school graduates who were expected to enrol have failed to do so; and students in various post-secondary programs have chosen to stop or drop out in numbers that are still difficult to predict. As a result, some institutions have experienced a considerable shortfall in actual over forecast enrolment and have been faced with serious budgetary deficits. They have frequently responded to these shortfalls by indiscriminately freezing costs, or by imposing across-the-board cuts on faculty and programs — measures which have demoralized their students and staff.

the fiscal stability of post-secondary institutions should be enhanced by the allocation and distribution of their formula income on the basis of official enrolment estimates . . .

The interests of post-secondary education require that this cycle be broken. Ontarians should

⁷ Our recommendations concerning the consultative process are included in Chapter 7.

welcome the changes in student learning styles that have triggered this development. They promise greater variety in post-secondary programs and better quality in student performance. But at the same time, we should alleviate the problems which institutions face in the short term in adjusting to these changes.

Current income should no longer be determined by an institution's current enrolment. Instead, its formula income should be allocated and distributed on the basis of official enrolment estimates, calculated from the institution's previous year's weighted enrolment adjusted by the sum of its projected weighted enrolment changes. Projected changes should be determined in consultation with and on the approval of the appropriate council. They should be consonant with province-wide enrolment projections and long-term institutional plans. These institutional enrolment targets should not be expected to be realized precisely each year. But the proposed flexible procedures should enable institutions to maintain high-quality programs while adjusting readily to fluctuations in enrolment.

In summary, we recognize that the present formula is an improvement over previous policy, but it has not resolved all the problems of the funding system. The policy was most suitable for a period of rapid expansion when the need to satisfy increased student demand had priority over other social and institutional goals. It was also based on several erroneous assumptions: that the recipient institutions would use the funds in an innovative rather than an imitative way; that voluntary cooperation would flourish; and that province-wide coordination and planning would be possible without direct government involvement. Because these goals have, for the most part, remained unrealized, both institutions and government have sought additional, often temporary and temporizing, controls to supplement formula financing. Our recommendations seek to retain the benefits of formula financing while resolving some of the serious difficulties that have arisen in the use of the present formula.

The experience of the colleges of applied arts and technology, the group of institutions with the second largest enrolment of post-secondary

students, is more recent. Established in the mid-1960s during the period of rapid enrolment growth, the system of colleges comprises 22 institutions, some with more than one location and all engaged in a great variety of educational activities.⁸ Originally, these activities were supported by funds distributed at the discretion of the Department of Education. As the colleges expanded, the government was confronted with the same questions that had arisen in its dealings with the universities: how to treat institutions equitably; how to curb the proliferation of programs (in this respect, the advisory Council of Regents was given far more explicit powers than those given to the Committee on University Affairs); and how to establish broad government policy directions while permitting the determination of educational and administrative policies at the local level.

Since 1970-1971, colleges of applied arts and technology have received their operating grants on the basis of a formula that is generally similar to, though more rigid than, that used in the university sector.⁹ Although there are obvious differences in the formula weights used, some of the problems encountered in the university sector, such as the trend towards homogeneity and steering effects, are apparent here as well.

In addition, colleges have had to contend with a steering effect that stems from a unique feature of the college funding formula. In the college sector, the operating income of an institution is computed on the basis of weighted student-faculty contact hours. This approach has had the unhappy effect of encouraging curriculum planners to maximize their institution's formula income by increasing the number of courses offered, as well as the number of student-faculty contact hours in each course, often without regard to educational goals.

This method of income calculation departs significantly from that used in the university area. In the latter, all courses offered in the same

⁸ For background information, see Systems Research Group, Inc., *The Ontario Colleges of Applied Arts and Technology, A Study Prepared for the Commission on Post-Secondary Education in Ontario* (Toronto: Queen's Printer, 1972).

⁹ *Ibid.*, pp. 22-24.

program — whether two or three-hour lectures, two-hour seminars, two or three-hour lecture-tutorial combinations, or four or five-hour lecture-laboratory combinations — are given the same weights for the purpose of calculating formula income. The result is to encourage a reasonable approach to curricular matters in which course formats may be shaped less with reference to institutional fiscal needs than to the needs of the subject, to available learning resources, and to the preferences of instructors and students.

While the formula used in the college sector must recognize the various types and lengths of courses and programs provided, it should not undermine one of the chief purposes of formula financing: to provide institutions with the freedom to offer programs in flexible and diverse ways. For these reasons, colleges of applied arts and technology should operate with as flexible a system of financing as that recommended for universities. Instructional functions should be financed through a formula on the basis of enrolment, not contact-hour, predictions; and other functions should be supported through extra-formula grants devised and administered by the Council for College Affairs. Because colleges are relatively new and provide different kinds of educational services, rigidities which hamper the growth of their varied activities should be avoided. The innovative college sector should not be discouraged from continuing to experiment through the imposition of unfairly restrictive financial policies tied solely to enrolment.

As for capital grants, colleges of applied arts and technology, universities, and similar institutions should be treated equitably with respect to the provision of capital funds for all purposes, including cultural, athletic, and social activities.

the college sector should not be kept from experimenting through financial policies tied solely to enrolment . . .

In the proposed open educational sector, the funding of libraries, museums, galleries, and other cultural and artistic activities represents one need that is not satisfied by existing policies. The

support of these institutions and activities should be regularized and, in some cases, increased. At present, support is provided sporadically and by various government departments. The main problem is that this method does not ensure an efficacious distribution of funds among institutions throughout the province. Increased funds are needed, but more essential is the need for a broad policy regarding the functions of these institutions.¹⁰

If a primary consideration in the development of cultural and social facilities is their accessibility to the general public, we will need to reconsider current arrangements for providing them within educational institutions, for the greater need may exist within the larger community. Where such facilities are planned, there should be prior consultation with local or provincial authorities. If required for educational activities and established within educational institutions, the necessary funds should be provided on an equitable basis for all institutions of post-secondary education.

are our libraries, museums, galleries, and artistic activities underfinanced? . . .

In 1970-1971, the Government of Ontario spent in the neighbourhood of \$535 million on post-secondary education, and yet only about \$7.9 million (or approximately 1.5 per cent) on direct support of the arts. In 1969-1970, Ontario universities spent about \$33 million on current operations for libraries, while the total provincial grants to public libraries were about \$7.7 million.¹¹

There are two special sets of post-secondary institutions which have not yet been discussed: church-related colleges and private profit-making educational institutions. In order to encourage and promote a diverse and flexible system of post-secondary education throughout Ontario, we

¹⁰ Some of the recommendations in Chapter 7 are designed, in part, to provide a forum for such discussion.

¹¹ See *Public Accounts of the Province of Ontario for the Fiscal Year Ended 31st March 1971* (Toronto: Queen's Printer, 1971), sections 4 and 26; and Peitchinis, *Financing Post Secondary Education in Canada*, pp. 124, 130.

recommend that a number of revisions be made in the existing policy for the support of such institutions.

First, students of all accredited private post-secondary institutions should be eligible for public support, as proposed later in this chapter, on the same basis as all other students in the system. By the same token, church-affiliated colleges should be eligible for the same financial support as that available to secular colleges and universities, subject to the following qualifications: the governing body of the college must conform to certain general guidelines outlined in the previous chapter;¹² the college may not exercise religious discrimination in its admission policies for students or in its hiring, promotion, and tenure policies for faculty; the college must give assurance that no public funds will be used for religious indoctrination; the college must obtain approval for its academic programs from the senate or a comparable body of an affiliated secular university; and a long-term plan including anticipated enrolment must be submitted for approval to the appropriate council.

***subject to certain conditions,
church-affiliated colleges
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available to secular colleges
and universities . . .***

Finally, to ensure that both faculty and students in these colleges are treated equitably, we recommend that they should be eligible for the full support of the financial programs proposed in this Report (that is, students should be eligible for the grant and loan programs, and faculty members for appropriate research support). These recommendations are designed to encourage the continuation and further effective development of a diverse public and private system of post-secondary education in Ontario.

If we reform our method of financial support for institutions, we must also revise our system of public support for students. Here our approach is based on the experience of the existing system of

student assistance and on the principles outlined earlier in this Report.

It is often forgotten how recent our present system of student aid actually is.¹³ Until 1930, very little public aid was available to post-secondary students. Their education was financed primarily through scholarships and parental support. During the late 1930s, and increasingly during and after World War II, the federal and provincial governments cooperated in the Dominion-Provincial Student Aid Program. This was the only national program of direct financial aid available to undergraduates until the Canada Student Loans Plan was introduced in 1964. In Ontario, massive aid to students did not begin until 1957, when the Ontario Student Aid Program allocated \$3 million for loans. This program was later modified and integrated with the Federal Student Loans scheme, as was the Ontario Scholarship and Bursary Assistance Fund (established in 1964). In 1963, the Province also established a large graduate fellowship program that has awarded fellowships up to a cumulative value of \$7,750 per student.

This rapid increase in student aid has been partially obscured by the even larger increases in public support given to institutions directly. Two important features of this development should be pointed out. There has been a shift in emphasis from the support of students strictly on the basis of academic achievement to a realistic consideration of their needs. This change has been motivated by a desire to increase accessibility to post-secondary education for all students. In addition, there has been a continuing policy of reward for academic achievement through the Province's expanding scholarship program. Both these features are incorporated, in essence, in our proposals for student assistance.

***all financial barriers to
accessibility must be
progressively abolished . . .***

¹³ For the history of student aid in Ontario, see G. C. A. Cook and D. A. A. Stager, *Student Financial Assistance Programs with Special Reference to the Province of Ontario* (Toronto: University of Toronto Press, 1969), especially Chapter II; Systems Research Group, *Financing*, especially pp. 3-12; and Hanly, *Who Pays?*

¹² See Chapter 7.

The guiding principle of the Province's policy of financing post-secondary education should continue to be universal access to appropriate educational services for all who wish and are able to benefit from them. All financial barriers to accessibility should be progressively abolished. The system we suggest is designed to achieve this goal. We propose three kinds of assistance programs: scholarships, grants, and loans. Under the first, a limited program of provincial scholarships should be established for outstanding students in colleges and the open educational sector, and for outstanding university undergraduates. At the same time, the present system of Ontario Graduate Fellowships for university students should be discontinued and a new, more selective graduate scholar recognition program introduced for exceptional students. This program should encourage innovation and excellence in all fields, and the stipend should be large enough to retain many of the best students in Ontario and to attract others of like quality from elsewhere. The selection for the graduate fellowships should be through a province-wide competition. A proportion of the fellowships (say, 15 per cent) should be designated for the support of non-Canadians.

Public financing of students in post-secondary education should be accomplished through two additional types of programs: a grant program designed to provide increased access to post-secondary education for students from lower income groups; and a contingent repayment loan program open to all students, including those in church-affiliated and other private institutions of post-secondary education.

The proposed grants program rests on two assumptions: first, increased access implies the provision of increased educational opportunities for students from lower income groups, for adult students, and for part-time students; second, opportunities for students from lower income groups can be increased only if public financial support embraces both the provision of educational services and individual maintenance.

Students from families in the lowest income bracket should be eligible for total allowable grants. The amount granted should be scaled according to the recipient's parents' income

group and size of family on a graduated basis up to a limit of \$15,000 income (1972 dollars) for a family with two children. These grants should cover fees and maintenance for the first five years of post-secondary education, or the equivalent in part-time studies. Students wishing to obtain subsequent professional training should be able to secure the needed financing through the proposed loan program, through work-study, or through the proposed scholarship scheme and other general programs.

a loan program should complement the grants scheme . . .

The loan program that complements the grants is designed to facilitate accessibility to post-secondary education for students covered partly or not at all by the grants scheme. Many students in this group from the middle and upper income strata could not afford to attend college or university unless given the opportunity to borrow. The loan program would also help students wishing to obtain professional or higher degrees. To prevent exploitation of the program, the recipient of a loan should show reasonable progress towards a declared academic objective. If he fails to do so, the loan eligibility may be revoked. On the opposite side of the ledger, if through lack of personal income a student is unable to repay his loan during a period of from 20 to 30 years after graduation, the loan should be forgiven. The loan policy should apply equally to both male and female students. Thus, if the recipient of a loan marries and thereby forfeits his or her personal income, the burden of the debt should not be shifted to the wife or husband. Moreover, the federal and provincial governments should establish programs whereby the educational costs of students are paid in return for a contract of service.

The Government of Ontario should further give consideration to devising suitable schemes of financial support for persons who, in preparation for enrolment in a post-secondary program, require makeup work.

Accessibility should apply not only to established institutions, but to all forms of educational and/or cultural activities that can reasonably fall

within the definition of post-secondary education. We therefore recommend that Canadian citizens resident in Ontario who have not received formal post-secondary education in a traditional institution, but have the desire and ability to pursue further education in some other way, should be eligible to apply for grants up to an approximate value of the average per student public subsidy for instructional purposes provided to individual students and to institutions of post-secondary education. These grants should be awarded to an individual citizen or a group of citizens for the purchase of educational and cultural services. The Council for the Open Educational Sector should be responsible for devising, approving, and administering grants of this type.

The Government of Ontario should initially allocate \$3 million annually to the Council for this purpose. The proposed Ontario Committee on Post-Secondary Education should review this program annually and recommend appropriate increases as the program is developed and evaluated.

***there is no pressing need
at this time to move
towards year-round academic
calendar systems . . .***

For the past decade, the question of year-round operation of universities and colleges has been viewed by many as a way to cut costs in post-secondary education without sacrificing quality. This proposal has been the subject of conflicting points of view. Recent research has indicated, however, that the benefits of trimester systems, quarter systems, and other variations of the year-round calendar have been exaggerated, and that the increased costs and organizational problems have not been clearly recognized.¹⁴ We suggest that there is no pressing need at this time to move towards year-round academic calendar systems for our post-secondary institutions. Moreover, individual institutions considering changes to their academic year calendars should undertake a thorough study of the incremental costs and benefits of making these changes, as

well as the long-term demand for and pattern of student places. We believe that for several years to come, suggestions for increased utilization or increased flexibility will find greater scope in reforms within the conventional academic year than in a shift to one of the many forms of year-round operation. Furthermore, they can be carried out at much less incremental cost.

Associated with the achievement of universal accessibility is the problem of ensuring an equitable distribution of available funds. It has been argued that consideration should be given not only to the background of the students, but also to their financial prospects on the completion of their chosen program of study. An example cited is that of those who train for a profession. Because of both the high unit cost and the length of professional training, students in professional schools often receive the largest per capita share of government funds for post-secondary training; yet they enjoy the prospect of earning the highest income through their professions.¹⁵

We find several flaws in this apparently convincing argument. First, much of the cost of present graduate and professional training is the cost of research. Thus, it is reasonable to change our system of financing research, rather than alter the basis of student support. Second, the higher returns received after professional training may be due, not to any particular kind or length of training, but to the self-governing character of the professions which permits unilateral fee-setting. It is therefore likely that a large proportion of any increase in the cost of professional training will be passed on to the consumer of professional services. Third, a substantial part of professional fees is currently transferred to the public treasury by various social insurance and support schemes (for example, legal aid and medicare).

Commonly, costs of professional services increase immediately following government assumption of their payment; at the same time, the system of delivering services significantly changes. In time, through negotiations between the government

¹⁴ See Woods, Gordon & Co. *The Organization of the Academic Year*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972).

¹⁵ See Systems Research Group, Inc., *Cost and Benefit Study of Post-Secondary Education in the Province of Ontario, School Year 1968-69*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972), pp. 58-93, especially tables 17 and 30.

and the professions, discrepancies between these costs and professional rewards should be alleviated. To this end, we support the recommendations of other commissions that professional licensing bodies should become more responsive to social needs than they are at present.¹⁶

In addition to the question of distributing costs equitably among students, we have considered the related issue of distributing educational costs between students and the public. It has been suggested that post-secondary education should be provided free through an increase in grants to institutions.

We have rejected this proposal as well. First, we believe that a general subsidy which supports all students regardless of financial background is inequitable. Second, "free" post-secondary education would not in itself solve the problem of accessibility; students from lower-income families would continue to be underrepresented in post-secondary institutions. Our proposed grant and loan programs should shift some of the present burden of post-secondary educational support from the public and lower income groups to those who can afford to pay for it, while providing increased support for those who need it. Such a shift should further the development of an equitable system of student support.

*the shift of the cost burden
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¹⁶ See the *Report of the Royal Commission Inquiry into Civil Rights* (Toronto: Queen's Printer, 1969), vol. 3; the *Report of the Committee on the Healing Arts* (Toronto: Queen's Printer, 1970), vol. 3, pp. 82-83; Applied Research Associates, *Certification and Post-Secondary Education*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972); Applied Research Associates, *Professional Education: A Policy Option*, A Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972); and Chapter 4 of this Report.

All existing provincially supported programs of aid — bursaries, loans and grants, scholarships, and fellowships — for post-secondary students should be phased out gradually in favour of our recommendations. The changeover must be gradual; any sudden or drastic moves can only be harmful to the system.

We assume that, for the foreseeable future, the public will continue to subsidize students. But students also should bear a fixed percentage of institutional costs for instructional expenditures. We propose that the split be within a range of from one-half to two-thirds — that is, that from one-half to two-thirds be subsidized and that the remaining one-half or one-third be borne by the student. But the exact proportion and the question of what is to be included in the item of "instructional costs" will have to be determined finally through consultation between the institutions and the government. It should be mentioned that the shift of the cost burden would not significantly affect the present fee structure for undergraduate arts and science students, but it would imply increased fees for students in colleges of applied arts and technology and in graduate and professional schools.

The proposed Ontario Committee on Post-Secondary Education should monitor the consequences of these new financing arrangements, with particular attention to their effect on access to post-secondary education. The findings of this monitoring should be published annually.

So far we have said very little about what the actual size of public funds allocated to post-secondary education in Ontario "ought" to be. The reason for this is simple: the decision is strictly a political one. But if we have not made specific recommendations about the global amounts, we have offered principles and criteria for the evaluation of priorities in post-secondary education. We have not suggested how much money should be available to students; but we have stressed the principle of accessibility and provided for a scheme whereby it may be fully realized. We have not proposed specific amounts for the subsidization of research; but we have suggested both the justification and the

mechanism for allocating such funds. Most important, we have explained why certain choices about future policies — or the continuation of current policies — could lead either to unnecessary and even socially and educationally harmful expenditures, or to the lack of necessary support where it is essential for the provision of high-quality post-secondary education. Our focus on principles is consistent with our earlier statements on the value of public accountability. The system we recommend is designed to provide the maximum returns from the available funds and to improve both the equity of the financial system and the quality and efficiency of the educational system as a whole.

Finally, we would add a word of caution. Current enrolment fluctuations and demographic trends suggest that the post-secondary system may be

entering a period of further significant change in enrolment and learning patterns. How will the post-secondary system respond? Will it, like many large enterprises under similar circumstances, meet lowered rates of growth by linear, across-the-board budget and program freezes or cuts? Institutions and councils should resist the lure of such easy adjustments that are sure to have baneful educational results. They should think hard about the learning criteria that will enable them to respond flexibly to the learning and research needs of individuals, regions, groups, and society at large, knowing that even a period of retrenchment allows for the choosing of alternative futures. The post-secondary system, in its diverse institutions and programs, should select those futures which preserve the merits of universal access while stripping away its impediments to learning and the generation of more knowledge.

Note on Population, Enrolment, Economy and Finance

This note provides a compilation of data, analyses, and projections which complement and illuminate the preceding discussion.

The tabulations are developed on the basis of the census years 1951, 1961, 1971, with projections to 1981 and 1991. Our search for meaningful data has revealed some astonishing voids. Most of the historical data essential for policy review and formulation either do not exist or are not in usable form. Where data do exist, there are often inconsistencies in definitions. Moreover, data reported for various years may be inconsistent for fiscal years, academic years, and calendar years. In many cases, therefore, we have had to use estimates and derived figures.

The Commission was instructed in its terms of reference to look forward 20 years. We have found, however, that we can do so only with great caution. Consider, for example, the experience of the past 20 years. While some of the qualitative features of post-secondary education in Ontario in 1971 might have been envisaged in 1951, no one at that time would have been rash enough to project the quantitative reality of enrolment and expenditure on post-secondary education that developed in the late 1960s. In fact, had such projections been developed in 1951, they would not have been believed. Thus, many of the projections contained in this note should be regarded, not as predictions or forecasts of the future, but as the extrapolation of trends and directions.

The projections relating to post-secondary enrolment and costs are necessarily based upon the assumption that past trends will continue. Our role has been to examine such assumptions and trends, and to suggest desirable changes. To the extent that our recommendations are accepted and implemented, the projections presented here will tend to become invalid. Inasmuch as we argue strongly for a system of post-secondary education responsive to the needs of the people of Ontario, rather than a centrally determined

system, it is difficult to project in precise quantitative terms the impact that the recommendations would have on enrolment. In general terms, however, it appears that adoption of our recommendations would lead to some diminution of enrolment of those not seriously committed to learning; they would also lead to increased enrolment and participation of adults and people of modest means.

The charts and tables in this section identify the significance of the changing demography of Ontario in the period from 1951 to 1991, as it relates to the planning and financing of post-secondary education.

Through a combination of natural increase, immigration from other parts of Canada, and immigration from other countries, the population of Ontario has increased and continues to increase very rapidly, as compared with that of almost any other jurisdiction. These increases have occurred in a series of population "waves". The first wave led to the great expansion of elementary and secondary education in the early and mid-1960s and was one important cause of the expansion of post-secondary education in the later 1960s. This same wave will lead Canada's pool of labour during the next five years or so to increase more rapidly in percentage terms than that of any comparable country in the world.

While the challenge of providing employment for this greatly increased labour force is now an issue of intense concern in Canada, it should be noted that we already have behind us the difficult period when the portion of dependent population in school and university was greatest, as related to the working population.

The decline in birthrate in the mid and late 1960s led to a decline in elementary school enrolments that has already been experienced. Soon the population aged 18 to 24, from which most university and college students have traditionally been drawn, will plateau and then decline. This is reflected in Tables 8-1 and 2, and Figures 8-1 and 2. The population of 18-year-olds more than doubled from 1951 to 1971, with most of the increase occurring in the 1960s. In the next 10 years, there will be a modest increase

Table 8-1**Population in Ontario (Thousands)¹**In Total and by Age Group for Census Years 1951 - 1966² and Projections to 1991³

Year	1951	1956	1961	1966	1971	1976	1981	1986	1991
Total	4,598	5,405	6,236	6,961	7,550	8,121	8,767	9,462	10,147
Age Groups									
0-14	1,239	1,618	2,008	2,204	2,179	2,062	2,057	2,248	2,457
15-19	316	347	437	599	706	803	797	681	688
20-24	352	365	387	485	632	738	835	829	714
25 and over	2,690	3,075	3,405	3,672	4,054	4,521	5,080	5,705	6,290

¹ As figures have been rounded to the nearest thousand, columns do not necessarily total precisely.² Canada, Dominion Bureau of Statistics, *Population 1921-1966*. Revised Annual Estimates of Population by Sex and Age — Canada and the Provinces (Ottawa: Queen's Printer, 1968), pp. 38, 43, 48, 53.³ Ontario, Department of Treasury and Economics, Economic and Statistical Services Division, Economic Analysis Branch, *Preliminary Population Projections for Ontario, 1971-1991* (Toronto: 1968), pp. 17-21. Note: assumption 'B'—M50 has been used, i.e. the total fertility rate declined from 2,787 in 1966 to 2,156 in 1971, where it will remain stable until 1991, and the annual rate of net migration will be 50,000.**Table 8-2****Population in Ontario (Thousands)¹**

By Single Years of Age 18-24 for Census Years 1951-1966 and Projections to 1991

Year	1951 ²	1956 ³	1961 ⁴	1966 ⁵	1971 ⁶	1976 ⁶	1981 ⁶	1986 ⁶	1991 ⁶
Total 18-24	481	501	549	727	898	1,060	1,188	1,146	1,030
age range									
Ages									
18	64	68	82	120	135	160	170	147	139
19	65	68	80	123	129	154	168	151	136
20	67	70	78	106	129	164	177	156	141
21	69	71	77	97	124	150	172	176	151
22	70	73	76	95	124	153	171	161	146
23	72	75	77	96	127	143	168	179	156
24	74	77	79	91	130	136	162	177	161

¹ As figures have been rounded to the nearest thousand, columns do not necessarily total precisely.² Estimate provided by the Ontario Department of Treasury and Economics, Economic and Statistical Services Division. Five-year age groups are smoothed by the Spragg multiplier technique.³ Canada, Dominion Bureau of Statistics, *Census of Canada - 1956*, Bulletin 1-10 "Population — Single Years of Age" (Ottawa: Queen's Printer, 1957), p. 21-2.⁴ Canada, Dominion Bureau of Statistics, *Census of Canada - 1961*, Vol. 1 (Part 2), Bulletin 3 "Population — Single Years of Age", Table 26 (Ottawa: Queen's Printer, 1962), p. 26-2.⁵ Canada, Dominion Bureau of Statistics, *Census of Canada - 1966*, Vol. 1 (Part 11), "Population — Single Years of Age", Table 25 (Ottawa: Queen's Printer, 1968), p. 25-2.⁶ Ontario, Department of Treasury and Economics, Economic and Statistical Services Division. Note: assumption 'B'—M50 has been used, i.e. the total fertility rate declined from 2,787 in 1966 to 2,156 in 1971 where it will remain stable until 1991, and the annual rate of net migration will be 50,000. The mortality rate of declination for this age group is 0-4 per cent.

Figure 8-1
Population in Ontario
 In Total and by Age Group
 for Census Years 1951-1966
 and Projections to 1991

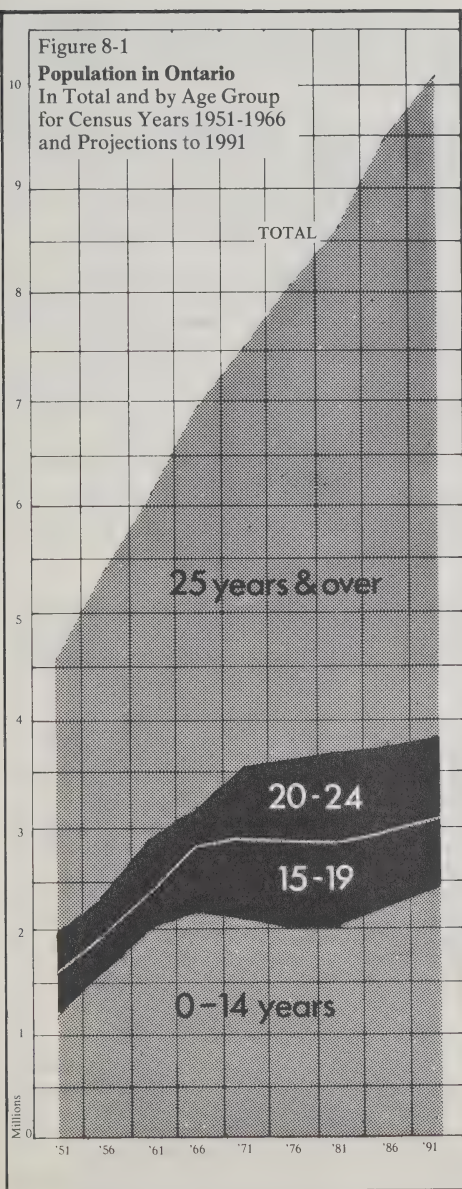
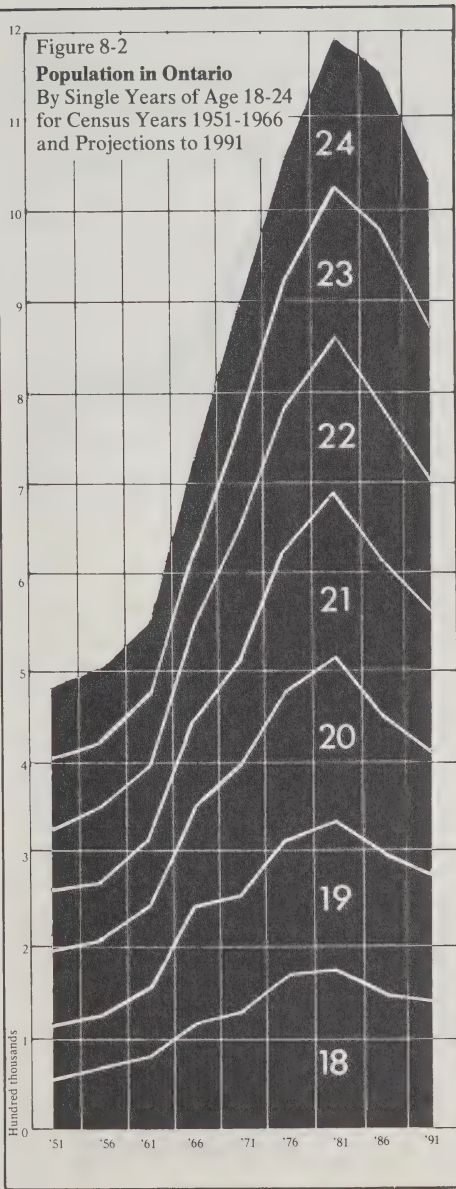


Figure 8-2
Population in Ontario
 By Single Years of Age 18-24
 for Census Years 1951-1966
 and Projections to 1991



in the number of 18-year-olds, reaching a peak about 1980; this will be followed by a decline, and the figure for 1991 will return almost to the level for 1971.

Enrolment history and projections for different sectors of education are shown in Table 8-3 and Figure 8-3. The historical data identify the striking growth in enrolment that has characterized the past 20 years.

The projections relating to post-secondary education must be examined with some caution. As the footnotes indicate, most of the projections reflect the assumption that there will be continuity in trends and tendencies, as well as in policies affecting attendance. The experience of a decline in enrolment rates in the fall of 1971 and 1972 only confirms that the techniques of enrolment projection do not predict new social trends and influences. In addition, as we mentioned earlier, it is difficult to provide for the influence of our recommendations if they are implemented.

The trend analyses shown here already indicate substantially lower university enrolments than those projected in recent years.¹ This in large part reflects the technical methods employed.²

The weakness of the trend projection method is shown most clearly in the data on projected graduate enrolment. While this sector has indeed grown more rapidly than undergraduate enrolment in the 1960s, and accordingly leads to the extrapolations shown here, social and other influences, as well as the experience of the last three years, suggest that future rates of growth in graduate enrolment will be more modest. In the last projection of Table 8-7, adjusted data are used for graduate enrolment in 1976-1977 and 1981-1982.

¹ Wolfgang M. Illing and Zoltan E. Zsigmond, *Enrolment in Schools and Universities 1951-52 to 1975-76*, Staff Study No. 20 (Ottawa: Economic Council of Canada, 1967).

² J. Holland, S. Quazi, F. Siddiqui, and M. Skolnik, *Manpower Forecasting and Educational Policy, A Study Prepared for the Commission on Post-Secondary Education in Ontario* (Toronto: Queen's Printer, 1971).

Figure 8-3
Enrolment in Educational Institutions in Ontario

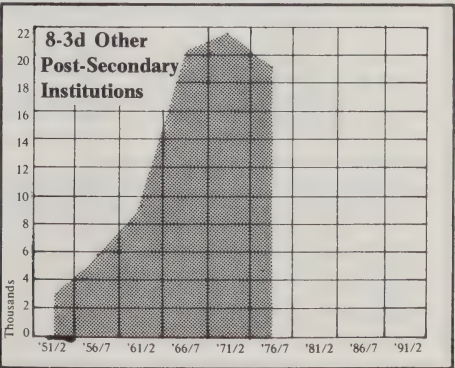
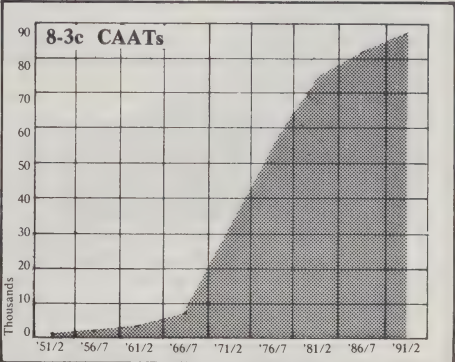
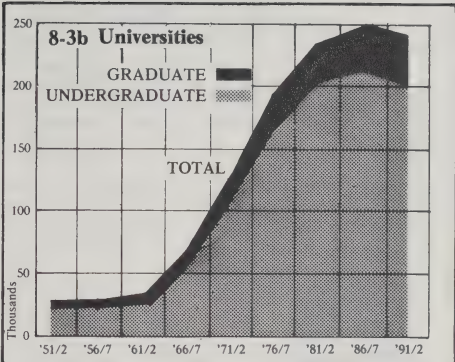
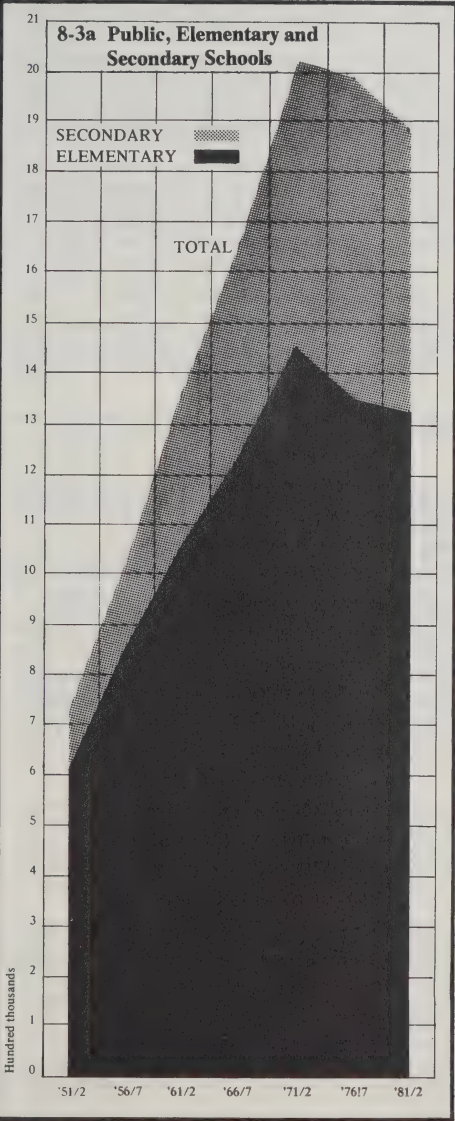


Table 8-3

Enrolment in Educational Institutions in Ontario

	1951-52	1956-57	1961-62	1966-67	1971-72	1976-77	1981-82	1986-87	1991-92
Universities¹									
Undergraduate	19,495	22,195	27,852	55,441	108,260	168,130	206,050	217,000	209,975
Graduate	1,681	1,676	3,733	7,410	14,770	24,660	31,000	33,000	33,000
Total	21,176	23,871	31,585	62,851	123,030	192,790	237,050	250,000	242,975
CAATs²									
Full-Time									
Enrolment	151	1,020	2,519	7,255	34,354	55,979	75,993	82,378	86,129
Other Post-Secondary³	3,133	5,827	9,354	20,380	21,592	19,202	N/A	N/A	N/A
Public, Elementary and Secondary⁴									
Elementary	603,692	841,686	1,056,237	1,232,713	1,456,840	1,351,455	1,323,871	N/A	N/A
Secondary	140,800	195,300	313,200	436,026	574,520	627,884	561,834	N/A	N/A
Total	744,492	1,036,986	1,369,437	1,668,739	2,031,360	1,979,339	1,885,705	N/A	N/A

N.B. It should be noted that projections for universities, CAATs, and other post-secondary educational institutions do not take into account the significant decline in enrolments in 1971 and 1972. Sources of projections are indicated below.

N/A denotes not available.

1 Universities

Full-time enrolment in all universities for census years 1951 and 1956; in all provincially assisted universities for census years 1961 and 1966; and projections for 1971 to 1991. (Enrolment projections were calculated for 1980, 1985 and 1990, and are inserted under 1981, 1986 and 1991.) Includes enrolments in teacher training institutions which are part of universities.

Sources: For 1951 and 1956: Table A-43 — "University and College Enrolment (Winter session only) (Excluding Teachers' Colleges) By Sex, 1951-52 to 1967-68 — Ontario", in Z. E. Zsigmond and C. J. Wenaas, *Enrolment in Education Institutions by Province — 1951-52 to 1980-81*, Staff Study No. 25 of the Economic Council of Canada (Ottawa: Queen's Printer, 1970), p. 130.

For 1961 to 1991: J. Holland, S. Quazi, F. Siddiqui and M. Skolnik, *Manpower Forecasting and Educational Policy*, A Background Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972), p. 233. See also C. Watson and S. Quazi, *Ontario University and College Enrolment Projections to 1981-82 — 1968 Projection*, Enrolment Projections Series/Number 4 (Toronto: The Ontario Institute for Studies in Education, 1969).

2 CAATs

Full-time enrolment in colleges of applied arts and technology (and/or similar antecedent institutions such as Ontario vocational centres and Ontario institutes of technology) for census years 1951-1966, the actual enrolment for 1971-72, and projections to 1991.

Sources: For 1951 to 1966: Ontario, Department of Education, *Report of the Minister of Education* (Toronto: Queen's Printer, annual); Ontario, Department of University Affairs, *Report of the Minister of University Affairs* (Toronto: Queen's Printer, 1967); and other information received from the Ontario Departments of Education and University Affairs, compiled in a statement "Full-Time Enrolment in Ontario Community Colleges 1950-51 — 1968-69" prepared by the Economic Planning Branch, Policy Planning Division, Ontario Department of Treasury and Economics, September 1969, 3 pp. (Typed.)

(Note: enrolments are for September of the year cited.)

For 1971 to 1981: C. Watson, S. Quazi, and F. Siddiqui, *Enrolment in Ontario Colleges of Applied Arts and Technology: Projections to 1981-82 — 1970 Projection*, Enrolment Projections Series/Number 7 (Toronto: The Ontario Institute for Studies in Education, 1972), p. 64.

For 1986 and 1991: J. Holland, S. Quazi, F. Siddiqui and M. Skolnik, *Manpower Forecasting and Educational Policy*, A Background Study Prepared for the Commission on Post-Secondary Education in Ontario (Toronto: Queen's Printer, 1972), p. 242.

(Note: enrolment projections were calculated for 1985-86 and 1990-91, and are inserted under 1986-87 and 1991-92.)

3 Other Post-Secondary Educational Institutions

Includes the Ontario College of Art, Ryerson Polytechnical Institute, elementary teachers' colleges not part of universities, diploma schools of nursing, and diploma agricultural colleges.

Sources: For 1951 to 1966: Various official reports of the Ontario Education and University Affairs Departments, the Ontario Department of Treasury and Economics, and several Canada Dominion Bureau of Statistics publications. Figures are not available for schools of nursing for 1951 to 1961, nor for agricultural colleges for 1951 to 1966.

For 1971 and 1976: All figures were supplied by the Statistics Branch, Ontario Ministry of Colleges and Universities.

4 Publicly Supported Elementary and Secondary Schools

Elementary school enrolments comprise all grades from kindergarten to Grade 8 inclusive. Secondary school enrolments comprise Grades 9 to 13 inclusive.

Sources: Figures are taken from enrolment data of The Ontario Institute for Studies in Education (for elementary enrolments from 1951-1966 and for secondary in 1966), and the Ontario Ministry of Education (1971 to 1981). Secondary school enrolments for 1951-1961 were provided by Statistics Canada.

The omission of enrolment projections for the "other" sector of post-secondary enrolment reflects uncertainties in this area.

The Canadian gross national product and the gross provincial product for Ontario are shown in Table 8-4 and Figure 8-4 for the years from 1951 to 1971 and projected for 1976 and 1981 based upon increases at 5.6 per cent per annum.

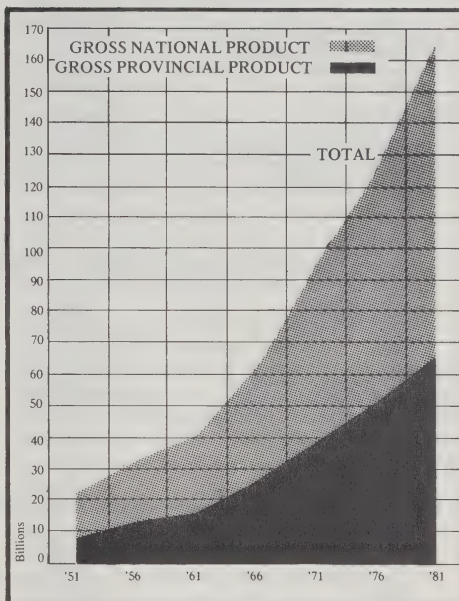
Major cost components³ for post-secondary education and education generally for the period 1951-1971 provide a composite picture of the cost of education in Ontario over the past 20 years, which can in turn be related to our population and wealth, as shown in Table 8-6.

It is important to note that the per student costs shown in Table 8-5 are based on total operating costs only.

Table 8-6 shows operating and capital costs of the institutions of post-secondary education. This in turn is combined with the operating and capital costs of the public elementary and secondary- school systems to give

Figure 8-4

**Gross National Product
and Gross Provincial Product**
For 1951-1971 and Projections to 1981



³ The components included are defined as reported because of limitations in some series of data. They do not include all cost components employed in some reports by Statistics Canada.

Table 8-4
Gross National Product¹ and Gross Provincial Product²
For 1951-1971 and Projections to 1981³

	1951	1956	1961	1966	1971	1976	1981
	\$ Millions						
Canada	22,028	33,200	40,848	63,320	96,596	126,847	166,571
Ontario	8,419	12,542	16,010	25,342	38,100	50,032	65,700
Ontario as a percentage of Canada	38.2	37.8	39.2	40.0	39.4	39.4	39.4

Note: Values are expressed in current dollars for 1951-1971 and in constant 1971 dollars for 1976 and 1981.

¹ Figures for 1951 to 1971 are at current prices, seasonally adjusted at annual rates, and reflect revised data arising from the historical revision of the national income and expenditure accounts, as cited in Statistics Canada, Economic Accounts Branch, General Time Series Staff, *Annual Supplement to Section I—Canadian Statistical Review (Selected Economic Indicators)*, Catalogue No. 11-206, Annual (Ottawa: Information Canada, 1972), p. T-9-1.

² Figures for 1951 to 1966 are from: Ontario, Ministry of Treasury, Economics and Intergovernmental Affairs, Office for Economic Policy, Economic Analysis Branch, *Ontario Statistical Review 1971*, Supplement to Ontario Economic Review (Toronto, 1972), pp. 49-50. The 1971 figure is the actual (rounded) amount, from the 1972 *Ontario Budget Address* (Toronto: Queen's Printer, 1972). (Note: The amounts indicated are for the "national concept of gross provincial product at market prices".)

³ Figures for 1976 and 1981 reflect an average annual growth rate of 5.6%. This is the Economic Council of Canada's recent projected average annual percentage change in gross national product for Canada for 1970 to 1980. See Table 4-3 — "Growth of Major Demand Components of Gross National Expenditure" (calculated in 1961 dollars), in Economic Council of Canada, *Ninth Annual Review—The Years to 1980* (Ottawa: Information Canada, 1972), p. 37.

(Note: The same average annual percentage increase has been assumed for Ontario's gross provincial product.)

Table 8-5
Financial Data

	1951-52	1956-57	1961-62	1966-67	1971-72
Universities in Ontario¹					
Operating Costs ²	13,000,000	22,000,000	45,000,000	151,476,000	437,000,000
Capital Costs ³	2,990,000	1,870,000	18,462,000	93,105,000	105,000,000
Total	15,990,000	23,870,000	63,462,000	244,581,000	542,000,000
Public Funding to Students ⁴	280,000	470,000	1,186,000	30,891,000	111,738,000
Operating Costs per Average Full-Time Student ⁵	614	922	1,425	2,410	3,552
Colleges of Applied Arts and Technology in Ontario⁶					
Operating Costs	90,788	139,908	1,443,120	6,674,837	90,288,000
Capital Costs	18,868	31,416	325,002	2,404,580	63,000,000
Total	109,656	171,324	1,768,122	9,079,417	153,288,000
Public Funding to Students ⁷	13,375	19,175	83,444	917,492	9,526,734
Expenditures by Students	15,457	57,440	315,528	1,342,175	6,303,505
Operating Costs per Full-Time Student ⁵	601	137	573	920	2,628
Other Post-Secondary Educational Institutions in Ontario⁸					
Operating Costs	1,545,000 ⁹	2,493,000	14,970,000	22,721,000	51,360,000
Capital Costs	356,000 ¹⁰	1,288,000	2,207,000	1,029,000	22,398,000 ¹¹
Total	1,901,000	3,781,000	17,177,000	23,750,000	73,758,000
Public Funding to Students ¹²	53,000	69,000	4,060,000	6,390,000	11,065,000
Expenditures by Students	199,000	444,000	1,035,000	506,000	1,489,000
Operating Cost Per Full-Time Student	493	583	1,600	1,115	2,379

1 All figures are estimated (and rounded), for census years. Amounts for 1951-52 and 1956-57 are for all universities; amounts for 1961-62 and 1966-67 are for all provincially assisted universities in Ontario. Estimates were provided by the Finance Branch, Ontario Department of University Affairs.

2 Prior to 1971-72, operating costs consisted of provincial and federal operating grants and other operating monies reported, not including ancillary operations. The 1971-72 figure reflects ordinary formula financing income, including fees, and (\$15 million) in extra formula grants.

3 Capital costs consist of provincial capital grants and other capital monies collected by the universities.

4 Figures are for all universities. Amounts for 1951-52, 1956-57 and 1961-62 indicate provincial aid (scholarships and bursaries) only. Source: Reports of the Ontario Minister of University Affairs.

5 See Table 8-3 for the total enrolment figures used to calculate average operating costs.

6 All figures are estimated for census years.

7 Public funding to CAATs' students includes provincial loans and federal grants.

8 Other post-secondary institutions include the Ontario College of Art, the Ryerson Polytechnical Institute, elementary teachers' colleges not part of universities, schools of nursing (registered nursing program only), and diploma agricultural colleges. All figures are estimated (except operating costs) and rounded.

9 Figures for schools of nursing are not available (and not included) for 1951-52 and 1956-57.

10 Figures for schools of nursing are not available (and not included) for 1951-52. All other figures for nursing institutions are estimates provided by the Ontario Hospital Services Commission.

11 Figures for elementary teachers' colleges are estimates provided by the Department of Public Works. Includes \$1.4 million estimated capital cost for agricultural colleges.

12 Includes provincial grants, federal loans and several other sources.

an indication of the total operating and capital costs of Ontario's public system of education. The increases in these costs are striking. To be understood, however, they must be related to population and productivity.

The second section of the table shows the costs on a per capita basis, and the third relates educational costs to the gross provincial product. While the indicated total spending (in current dollars) on education in 1971-1972 is 15 times what it was in 1951-1952, the share of the total gross provincial product given to education in 1971-1972 is only three and one-half times what it was in 1951-1952.

The contrast in the two ratios reflects, of course, the great increases in population and production that have occurred in Ontario in the past 20 years.

Capital costs in education are financed in various ways. Since 1964, university capital costs have been financed through the Ontario Universities Capital Aid Corporation, which provides for 30-year amortization. In elementary and secondary education, capital costs are sometimes funded out of current revenues. For the analyses here, and for the projections, capital is treated as a current cost according to the year in which the cash flow for capital projects occurred.

Table 8-7 presents projections of the costs of post-secondary education, and education generally, for the coming decade. It is important to emphasize that these are projections, not predictions. Projections are established by estimating trends in major parameters, with other factors assumed constant. The assumptions are noted below, and the results shown in Table 8-7. Alternative projections can, of course, be developed with alternative assumptions.

Most importantly, the projections do not reflect the impact of our recommendations. They do reflect general current patterns and trends continued through the 1970s. As noted earlier, the adoption of some of the recommendations may result in decreased enrolments, while the adoption of others may lead to increased enrolments. Moreover, more generous subsidies have been recommended in certain cases and

reduced subsidies in others. When uncertainties about the influence of the recommendations on enrolment are compounded with the uncertainties about finance, the overall result is difficult to estimate. The projections contained in this section, however, probably provide a realistic indication of the order of costs that may be encountered in the 1970s.

All the cost figures shown are expressed in terms of constant 1971 dollars. Whatever rates of inflation occur will have to be compounded with these numbers. The analyses are presented in several sections. In each, the first column, for 1971-1972, reflects current data and estimates, and therefore serves as the base for the projections for 1976-1977 and 1981-1982.

The first section of Table 8-7 deals with public elementary and secondary education. Total enrolment is expected to decline by 8.4 per cent over the decade, while current total operating and capital costs are projected to increase at 1.5 per cent per annum. This would provide a real increase in per pupil costs of 26 per cent over the decade.

The second section relates to universities. Projections for undergraduate and graduate enrolments assume that the proportion of graduate to undergraduate students will remain relatively constant at the level of 1970. It is important to note that these are projections of full-time enrolment. Although it would be preferable to deal with full-time equivalent enrolment (that is, full-time enrolment and its equivalent in part-time enrolment), it is difficult to do this on a consistent basis over the 1951-1981 span. Historical records are not adequate for consistent analysis. University operating costs thus include the costs of education for part-time students not included in the enrolment data. The projections are based upon university operating costs expressed on a simple per student basis, held constant over the decade.

For capital costs, two components arise. The first is the provision of capital for growth to accommodate expanded enrolment. Average annual rates of growth in the years in question are calculated and capital costs estimated at \$7,000 per place, reflecting current standards.

Beyond this, an allowance is made for renovation and replacement at an annual cost corresponding to 3 per cent of the cost of replacing the present stock of buildings.

For the colleges of applied arts and technology, enrolment projections are drawn from Table 8-3. Unit operating cost in 1971 was \$2,600 per student on a full-time basis. The colleges have recently been put on an operating grants formula in which some scale influence has been provided. As enrolment increases, unit costs will then decline, roughly as shown. For capital costs,

corresponding assumptions are made as in the case of the universities.

For the "other" sector of post-secondary education, actual cost in 1971-1972 is approximately \$74 million. Noting that the teachers' colleges are in process of transferring to the universities and many of the nursing schools are transferring to the colleges of applied arts and technology, it becomes very difficult to project enrolment for this sector precisely. It is therefore assumed, conservatively,

Table 8-6

Analysis of Public Education Costs in Ontario

In Total, Per Capita, and as a Percentage of Gross Provincial Product (GPP) for 1951-1971¹

	1951-52	1956-57	1961-62	1966-67	1971-72	Units
Operating and Capital Costs						
Universities	16.0	23.9	63.5	244.6	542.0	\$ millions
Colleges of Applied Arts and Technology	0.1	0.2	1.8	9.1	153.3	\$ millions
Other Post-Secondary Educational Institutions	1.9	3.8	17.2	23.8	73.8	\$ millions
Total Post-Secondary Educational Institutions	18.0	27.9	82.5	277.5	769.1	\$ millions
Total Public, Elementary, and Secondary Schools	136.4	250.6	478.8	876.6	1,544.7	\$ millions
Total Public Education	154.4	278.5	561.3	1,154.1	2,313.8	\$ millions
Costs by Population						
Post-Secondary Education Cost Per Capita	4	5	13	40	101	\$
Public Education Cost Per Capita	34	52	90	166	306	\$
Costs as a Percentage of Gross Provincial Product						
Total Post-Secondary Education Cost as a Percentage of GPP	0.2	0.2	0.5	1.1	2.0	Per cent
Total Public Education Cost as a Percentage of GPP	1.8	2.2	3.5	4.6	6.1	Per cent

¹ Operating and capital costs, data for calculation of costs by population, and data for calculation of educational costs as a percentage of Gross Provincial Product are drawn from previous tables.

Table 8-7

Projected Enrolment and Costs¹ of Public Education in Ontario

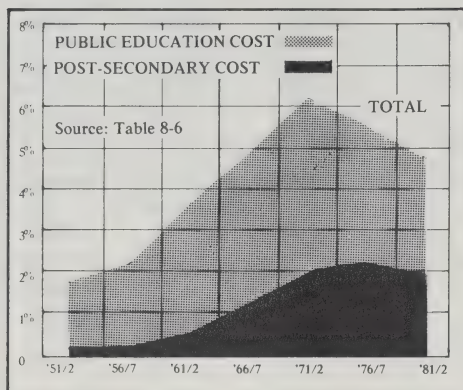
	1971-72	1976-77	1981-82	Units
Publicly Supported Elementary and Secondary Schools				
Total Enrolment	2,031,400	1,979,300	1,885,700	Students
Total Operating and Capital Costs @ 1.5% p.a. increase in current dollars)	1,545	1,664	1,793	\$ millions
Universities				
Enrolment ²	123,000	191,000	234,000	Students
Unit Operating Cost ²	3,600	3,600	3,600	\$
Total Operating Cost	443	688	842	\$ millions
Average Annual Student Increase	—	13,600	8,600	Students
New Capital @ \$7,000 per Student Place Increase	—	95	60	\$ millions
Renovation and Replacement @ 3% of Stock @ \$7,000	—	40	48	\$ millions
Total Capital Cost	105	135	108	\$ millions
Total Operating and Capital Costs	548	823	950	\$ millions
Colleges of Applied Arts and Technology				
Enrolment	34,400	56,000	76,000	Students
Unit Operating Cost ³	2,600	2,400	2,200	\$
Total Operating Cost	89	134	167	\$ millions
Average Annual Student Increase	—	4,300	4,000	Students
New Capital @ \$7,000 per Student Place Increase	—	30	28	\$ millions
Renovation and Replacement @ 3% of Stock @ \$7,000	—	14	17	\$ millions
Total Capital Cost	63	36	45	\$ millions
Total Operating and Capital Costs	152	170	212	\$ millions
Other Post-Secondary Educational Institutions				
Total Operating and Capital Costs ²	74	74	74	\$ millions
Total Post-Secondary Educational Institutions				
Operating and Capital Costs	774	1,067	1,236	\$ millions
Total Public Education Costs	2,319	2,731	3,029	\$ millions
Costs Per Capita				
Total Post-Secondary Education Cost Per Capita	103	131	141	\$
Total Public Education Cost Per Capita	307	336	346	\$
Gross Provincial Product				
Total Post-Secondary Education as a Percentage of GPP	2.0	2.1	1.9	Per cent
Total Public Education as a Percentage of GPP	6.1	5.5	4.6	Per cent

1 It is assumed that the proportion of graduate to undergraduate students will remain constant at the 1971-72 level.

2 This figure is in constant dollars and so presumes increases to offset inflation. In future, further adjustments may be necessary because of changes in payroll costs, scale of operations, enrolments and program mix.

3 It is assumed that the unit operating cost will decline because of the influence of the scale of operations.

Figure 8-5
Cost of Education
 As a Percentage of Gross Provincial Product



that the total cost level for the "other" sector will remain constant through the decade.

The resulting total costs are then expressed, in a fashion similar to that in Table 8-6, on a per capita basis and as percentages of the gross product of Ontario.

Contrasting the great increases of the past two decades shown in Table 8-6, these projections for the 1970s indicate only a modest rate of increase in cost per capita and a decline in the share of the gross provincial product devoted to education.

Recommendation 109

The goal of the provincial government's financing of post-secondary education should be universal access to appropriate educational services for all who wish and are able to benefit from them. Accordingly, all financial barriers to universal access should be progressively abolished.

Recommendation 110

The public subsidy of post-secondary institutional operating costs should distinguish between educational and instructional expenditures, on the one hand, and payments for research and other activities, on the other. The annual public subsidy should be allocated to each institution as a single global sum:

- (a) the subsidy for educational or instructional expenditures should be in the range of one-half to two-thirds of such costs, and based on a revised formula; and
 - (b) payments for research and other activities, where applicable, should be on a long-term basis (no fewer than three but no more than five years) and following quality assessment within each field or discipline.
-

Recommendation 111

1. The fiscal stability of post-secondary institutions should be enhanced by allocating and distributing their formula income on the basis of projected enrolment.

Each institution's projected enrolment should be determined in consultation with, and on the approval of, the appropriate council. It should be consonant with province-wide enrolment projections and long-term institutional plans.

2. In calculating formula income, part-time students should be subsidized on a pro-rated basis.
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Recommendation 112

To facilitate long-term planning, grants and subsidy policies of the government and the

proposed councils should be made and announced on a rolling three-year basis.

Recommendation 113

Institutions should be free to set their own tuition fees.

Recommendation 114

Colleges of applied arts and technology, universities, and similar institutions should be treated equitably with respect to all purposes, including cultural, athletic, and social activities.

Recommendation 115

Church-affiliated colleges should be eligible for the same financial support as secular colleges and universities provided that:

- (a) the governing bodies of the church-affiliated colleges conform to the general guidelines for such bodies recommended in this Report;¹⁷
 - (b) the college does not discriminate on the grounds of religion in its admission policies for students and in its hiring, promotion, and tenure policies for faculty;
 - (c) the college gives assurance that no public funds will be used for religious indoctrination;
 - (d) the college obtains approval for its academic programs from the senate or comparable body of an affiliated or federated secular institution; and
 - (e) a long-term plan that includes anticipated enrolment is submitted to, and approved by, the appropriate council.
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Recommendation 116

Both students and faculty members of church-affiliated colleges should be eligible for the full support of the financial programs recommended in this Report (that is, students should be eligible

¹⁷ See Chapter 7 of this Report.

for the scholarship, fellowship, grant, and loan programs, and faculty members for appropriately awarded research support).

Recommendation 117

To encourage innovation and excellence in all fields, there should be established a limited program of provincial scholarships for university undergraduates and for students in colleges and the open educational sector.

Recommendation 118

There should also be established a limited program of graduate fellowships for outstanding students. The stipend should be of sufficient amount to retain many of the best students in Ontario and to attract others of like quality from elsewhere. Selection should be through a province-wide competition. A proportion of fellowships (say, 15 per cent) should be awarded to non-Canadians.

Recommendation 119

Public financing of students in post-secondary education should be through two additional programs: a grant program designed to provide increased access to post-secondary education for students from lower income groups; and a contingent repayment loan program open to all students, including those in church-affiliated and other private institutions of post-secondary education.

Recommendation 120

The grant program should have the following features:

- (a) awards should be large enough to pay the student's tuition fees and provide for his maintenance while studying;
- (b) grants should be extended to eligible individuals for five years of full-time study or its equivalent in part-time study;

- (c) eligibility for grants should be based on an individual's personal and parental income and wealth. The amount granted should be scaled according to the recipient's parents' income group and size of family on a graduated basis up to a limit of \$15,000 income (1972 dollars) for a family with two children. This limit should be reviewed periodically;
 - (d) eligibility and size of grant should not be limited because the recipient lives with his parents; and
 - (e) the grant should be determined on the basis of a sliding scale, gradually decreasing from the maximum granted to students whose families are in the lowest income bracket in Ontario.
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Recommendation 121

The contingent repayment loan program should have the following features:

- (a) it should be open to all students;
 - (b) it should not be limited in time but should be dependent upon a reasonable progression towards a declared academic objective;
 - (c) it should be interest-bearing;
 - (d) repayment should be based on the "ability to pay" principle and fixed as a percentage of taxable income in any year;
 - (e) it should be repayable within 20 to 30 years or forgivable thereafter; and
 - (f) the yearly and total amount of support for which individual students are eligible should be recommended by the respective councils responsible for universities, colleges, and the open educational sector.
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Recommendation 122

The Government of Ontario should give consideration to devising suitable schemes of financial support for persons who, in preparation for enrolment in a post-secondary program, require makeup work.

Recommendation 123

The Government of Ontario and the Government of Canada should establish programs in which students would have their educational costs paid in return for a contract of service.

Recommendation 124

1. Canadian citizens resident in Ontario who have not received formal post-secondary education in a traditional institution, but have the desire and ability to pursue further education in some other way, should be eligible to apply for a grant up to an approximate value of the average per student public subsidy for instructional purposes provided to individual students and to institutions of post-secondary education. These grants should be awarded to an individual citizen or a group of citizens for the purchase of educational and cultural services. The proposed Council for the Open Educational Sector should be responsible for devising, approving, and administering grants of this type.
 2. The Government of Ontario should initially allocate \$3 million annually to the Council for this purpose. The proposed Ontario Committee on Post-Secondary Education should review this program annually and recommend appropriate increases as the program is developed and evaluated.
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Recommendation 125

All existing provincially supported programs of aid, bursaries, loans, grants, scholarships, and fellowships for post-secondary students should be phased out gradually in favour of the Commission's proposed programs.

Recommendation 126

The proposed Ontario Committee on Post-Secondary Education should monitor the consequences of the proposed financing arrangements, with particular attention to their impact on access to post-secondary education. These findings should be published annually.

Epilogue

Looking back on all its deliberations, the Commission is left with the strong impression that however broad and complex are the questions facing post-secondary education, however qualified and open-ended the answers must be, the problem is not too large and overpowering to deal with successfully. Ontario has, as was said at the beginning, a great deal already to build on, and we can profit by the experience of other jurisdictions in seeking to provide post-secondary education for a democratic, largely urbanized mass society. We believe that Ontario has the time, and the resources, and that it will find the will.

We do not forget, moreover, that issues and achievements in education in this province are part of a far wider pattern of world significance. Just as our learning tradition extends back to the universities of medieval Europe, or far beyond to the precepts of Plato, so we share in one basic, continuing human condition in which education and civilization are inextricably woven together. The disciplined skills and knowledge necessary for the maintenance and advance of civilization are largely transmitted through education. Survival itself comes increasingly to depend upon it. What is required, in fact, is still more widely disseminated learning, to enable the ever more involved and delicately balanced processes of civilization to endure and grow. In short, we must inevitably seek to become a full-scale learning society, for all ages, at all levels — and particularly at the post-secondary level.

Ontario itself is plainly still some distance from such a learning society where access to education of quality would be available to everyone of ability regardless of his economic or social background. Recent studies of the concept of “the pool of ability” (the presumably limited segment of the population able to benefit from advanced kinds of education) indicate that even if this

concept is applied, the “pool” is certainly not being adequately absorbed into our present post-secondary system. Factors such as nutrition, family environment, and income levels still play an important role in success in early stages of education — so much so that the individual’s learning future is then markedly determined — and the resulting pattern is reflected in the limited social and economic range of post-secondary enrolment, particularly in professional fields. The ideal of the learning society thus does not so far obtain in Ontario post-secondary education, except perhaps for a fortunate minority of the people.

To realize that ideal, individuals in many cases will need makeup programs and sometimes special preparation to take advantage of educational opportunities. There must also be a great variety of such opportunities outside existing academic patterns, as expressed in our proposals for the open sector. None of this need in any way be regarded as a threat to quality, without which the rest is futile, but it should be seen as a means of prescribing and ensuring quality at every level. The result should be to reduce demoralizing and costly failures of people not suited for, or simply not yet ready for, more structured academic training, since they would have other valid alternatives — alternatives of quality themselves, fully worthy of parity of esteem. The open door in the learning society would not then be a revolving door but would lead onward through a lifetime of continuing or recurring education, as far as any individual’s capacities and interests could carry him.

Indeed, this is the essential thrust of all our recommendations, of the main values of social responsiveness and quality on which they are based, and of the associated policy principles such as diversity and accessibility; to bring the ideal of the learning society closer to realization for the people of Ontario.

Consolidated Recommendations

2

Recommendation 1

The Government of Ontario should, through its own actions and through encouragement of appropriate policies on the part of other governments and private and public organizations, provide socially useful alternatives to post-secondary education. Increased support for programs such as the Canadian University Service Overseas, Frontier College, in-service training, and some Opportunities for Youth projects would benefit society as well as afford viable, paid alternatives to remaining in school.

Recommendation 2

Where they do not yet exist, in-service training programs should be developed in a wide range of industrial, non-industrial, governmental, and non-governmental occupations as alternatives to programs of formal post-secondary education.

Recommendation 3

Where appropriate, the alternatives should be funded reasonably per individual per annum, as compared with formal types of post-secondary education.

Recommendation 4

Ontario should develop a provincial manpower policy that is compatible with those developed by the federal government and by other provincial governments.

Recommendation 5

Community involvement in manpower programs should be emphasized by the establishment of

- (a) community employment advisory committees; and
 - (b) community boards of appeal for individuals who consider that government decisions regarding training are unreasonable in their particular case.
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Recommendation 6

Additional emphasis should be placed on pre-training programs — that is, on programs which prepare an individual in advance for a change in occupation. Retraining should be provided for those who need it.

Recommendation 7

The Province of Ontario should seek financial assistance from the federal government to support the development and administration of manpower pre-training and retraining programs.

Recommendation 8

To facilitate adequate planning of pre-training and retraining programs, funds supplied to colleges of applied arts and technology and other authorized institutions for these purposes should be provided on a long-term basis.

Recommendation 9

Where justified, examinations for admission to any trade or profession should be available in English and French and in other languages on request.

Recommendation 10

Legislation, structures, and programs should be devised to facilitate the return to learning opportunities for professionals, salaried employees, wage earners, and all other persons residing in Ontario.

Recommendation 11

The Government of Ontario should, by legislation and example, provide opportunities for the employment of secondary-school leavers who wish to pursue post-secondary education on a part-time basis. This should be accomplished by the provision of patterns of employment that permit intermittent and part-time study.

Recommendation 12

Where possible, institutions of post-secondary education should provide part-time students with a range and quality of learning opportunities equal to those available to full-time students.

Recommendation 13

Formal programs in universities and colleges should be more fully integrated with opportunity for experience and practice, so that pertinent practical experience gained outside formal institutions may be substituted, where feasible, for conventional laboratory and practice work.

Recommendation 14

Institutions of post-secondary education should be encouraged to create graduate programs that would permit students to include and integrate into their course of study related research pursued outside the institution in industry or government.

Recommendation 15

Provision should be made for employees to have the right to time off for study. Employees should also be given special subsidies or other incentives to participate in cooperative, part-study/part-work educational programs.

Recommendation 16

All persons who have been out of full-time education for two or more years, and who have reached a minimum age of 18, should have the right to conditional admission to post-secondary education in appropriate programs without having to meet formal requirements.

Recommendation 17

In suitable cases, secondary-school students should be permitted to study part time at post-secondary institutions.

Recommendation 18

In order that learning may proceed through the accumulation of knowledge from pertinent sources, part-time students should be freely permitted to enrol in or to withdraw from post-secondary institutions, and to attend two or more institutions simultaneously. In such cases, the degree-granting authority may be an existing institution or the proposed Open Academy of Ontario.

Recommendation 19

Wherever possible, student housing should be made part of general-purpose public housing, and public support should be provided on that basis.

Recommendation 20

The proposed Council for the Open Educational Sector should allocate and distribute grants to organizations that are making important contributions to the development of adult and continuing education to help to cover some of their operating and fixed overhead costs.

Recommendation 21

Although the provision of makeup work for participation in post-secondary programs should essentially be a school board responsibility, there may be cases in which students' interests require that some programs be offered within post-secondary institutions. In such cases, the appropriate proposed councils should enter into agreements with local boards of education to provide these services in a flexible manner.

Recommendation 22

The present grade 13 standard of education should be attainable in 12 years, allowing individuals entry to all forms of post-secondary education after 12 years of schooling.

Recommendation 23

There should be established within the open educational sector an Open Academy of Ontario. It should:

1. Provide educational services at the post-secondary level by
 - (a) developing new programs suited to the needs of students not presently served in existing institutions by using the educational resources of the open educational sector as well as those of the other sectors, and
 - (b) entering into agreements with the Ontario Educational Communications Authority to develop appropriate post-secondary educational materials and programs that would be offered by radio and television;
 2. Provide a testing and evaluation service available on request to the people of Ontario; and
 3. Award degrees and diplomas formally earned in its own programs or on the basis of criteria established for services provided under 2.
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Recommendation 24

To provide supporting materials for courses given by the proposed Open Academy of Ontario, libraries beyond commuting range of post-secondary educational institutions should, where needed, be given special grants to expand their holdings.

Recommendation 25

Citizens of Ontario should, subject to reasonable rules and regulations, have access to all libraries, including those in universities, colleges of applied arts and technology, and secondary schools.

Recommendation 26

Colleges of applied arts and technology located in communities beyond a reasonable commuting distance of a university should assist provincially supported universities in establishing suitable programs in their localities. This assistance may involve providing facilities, administrative services, and, in suitable cases, staff. In the provision of such educational programs, the resources of the Open Academy of Ontario also should be used, where feasible.

Recommendation 27

Existing post-secondary institutions should establish educational programs in communities in which there are no universities, university branches, or colleges of applied arts and technology, which are beyond reasonable commuting range of such institutions, and which can achieve a viable enrolment.

Recommendation 28

The Government of Ontario should adopt policies that would permit the establishment of a number of small, limited charter colleges on a scale varying from approximately 200 to 1,000 students in various localities in the province through local, community, or private initiative and with substantial local and private financial support.

Recommendation 29

In thinly populated regions, colleges, universities, and institutions in the open educational sector should make special efforts to promote regional cooperation and coordination. Where feasible, they should exchange information, share personnel, design and mount cooperative programs, and share media resources and fixed and other assets. The proposed councils for the post-secondary sector and the institutions concerned should, in consultation with one another and with appropriate groups and bodies, establish and publish specific plans for achieving these goals.

Recommendation 30

In planning their curricular and research programs, post-secondary institutions in sparsely settled areas should pay particular attention to special regional needs, including the academic upgrading of employees in basic industry, research related to the economic and social possibilities and dilemmas of the North, learning opportunities for persons in remote communities, and appropriate educational services for native peoples and Franco-Ontarians, designed in close consultation with each of these groups. The responsiveness of institutions to regional needs should be further encouraged by the appointment of lay members to governing bodies from a representative range of centres and areas.

Recommendation 31

To further the goal of accessibility, post-secondary institutions in regions of sparse population should receive special extra-formula grants to offset the higher costs of providing extension programs to learners in remote communities.

Recommendation 32

Individual colleges of applied arts and technology wishing to award distinctive bachelors' degrees, such as the Bachelor of Technology (BT) and the Bachelor of Applied Arts (BAA), to students successfully completing their present three-year programs in the appropriate divisions should be permitted to do so.

Recommendation 33

The Ontario College of Art, if it so wishes, should be granted the right to award a bachelor's degree for its present program of studies (that is, without an additional year being required).

Recommendation 34

Discrimination on the basis of sex in all sectors and on all levels of post-secondary education in

Ontario, with regard to pay, rank, and advancement, should be abolished.

Recommendation 35

With reference to Recommendation 34, appropriate procedures regarding promotions should be adopted for all persons employed in research and/or part-time teaching.

Recommendation 36

Post-secondary institutions should increase the number of part-time faculty and staff positions with career lines, so that individuals can more readily combine a career with family and other responsibilities.

Recommendation 37

The sex of a student should have no bearing on his or her acceptance into any course of study, on eligibility for financial aid, or on rights of access to student centres, housing, and athletic facilities in post-secondary institutions.

Recommendation 38

All programs offered in Ontario under the Occupational Training Act (Manpower Retraining Programs) should be open to all women who wish to re-enter the labour force.

Recommendation 39

The post-secondary system should recognize the biological and parental role of both students and employees by providing full-time and part-time maternity leaves and by creating day-care centres.

Recommendation 40

The proposed councils for universities, colleges, and the open educational sector, in consultation with pertinent organizations, should establish policies to increase the participation of women,

both as employees and as students, in post-secondary education.

Recommendation 41

Individual post-secondary institutions, in consultation with pertinent organizations and councils, should prepare and publish specific plans indicating by what means, at what rates, and with what speed their proportion of female employees will be increased.

Recommendation 42

The proposed Ontario Committee on Post-Secondary Education should monitor the employment of women in all sectors and at all levels of post-secondary education in Ontario, and should publish its findings.

Recommendation 43

An Advisory Committee on Post-Secondary Education for the Native Peoples of Ontario should be established. This body should be appointed by the Minister of Post-Secondary Education following consultation with concerned associations of the native peoples. The Committee should advise the proposed councils in the four sectors of post-secondary education in Ontario on matters pertaining to post-secondary education for the native peoples.

Recommendation 44

Special post-secondary programs should be developed to prepare personnel among the native peoples in the fields of teaching, health, vocational education, and guidance.

Recommendation 45

Special efforts should be made in the field of continuing education to provide appropriate educational and cultural services to adults among the native peoples.

Recommendation 46

The proposed councils as well as institutions in all sectors of post-secondary education should, after consultation with the appropriate organizations of native peoples, prepare proposals, including those for extraordinary admissions and remedial programs, to provide the needed assistance in these areas.

Recommendation 47

There should be established a Native Peoples' Educational Research Centre. It should not be attached to a particular institution. It should be governed by a board consisting of a majority of representatives of the native peoples. Its purpose should be to conduct and sponsor studies of relevance to the native peoples of Ontario. In particular, it should help to devise educational policies in areas of special concern to them.

Recommendation 48

To ensure the provision of adequate library services to the native peoples of Ontario, appropriate public, university, college, and secondary-school libraries should be encouraged and supported in providing a ready supply of books, periodicals, and other materials of interest to this group. Also, native peoples should be adequately represented on library boards in areas where they reside.

Recommendation 49

The proposed Council for the Open Educational Sector should be responsible for the appropriate funding and coordination of the special efforts outlined in Recommendations 43 to 48.

Recommendation 50

The proposed Ontario Committee on Post-Secondary Education should monitor developments in post-secondary education for the native peoples and should publish its findings.

Recommendation 51

To foster planning and coordination of research activities in Ontario, the proposed councils for universities, colleges, and the open educational sector should, in consultation with one another, with institutions of post-secondary education, and with appropriate groups and bodies at the national and provincial levels, define broad research objectives for their sectors and devise suitable criteria for the allocation and distribution of provincial research funds.

Recommendation 52

Institutions of post-secondary education should, in consultation with one another, with the appropriate councils, and with other groups and bodies, define their research objectives.

Recommendation 53

Legislation should be enacted to prevent discrimination in employment because of attendance or non-attendance at educational institutions.

Recommendation 54

Admission to professional practice in Ontario should be solely on the basis of an assessment of knowledge and performance undertaken at the point of entry into the profession.

Recommendation 55

To promote equality of access to the professions, the Government of Ontario should consider enacting legislation that, in suitable cases, prohibits the use of set programs of formal education as a requirement for the taking of professional and para-professional licensing examinations.

Recommendation 56

In professional areas where they do not yet exist, a variety of training programs should be

developed in order that each professional area — including architecture, engineering, law, medicine, dentistry, social work, and teaching — might have a spectrum of practitioners, including specialists, general practitioners, para-professionals, technicians, and assistants.

Recommendation 57

Institutions offering programs in professional and para-professional education should provide opportunities for qualified individuals to proceed through the spectrum of skills and responsibilities represented in each of these areas. Institutions should also provide suitable transfer courses for persons seeking these opportunities in order that learning may proceed from accumulated knowledge.

Recommendation 58

Post-secondary institutions should design their professional and para-professional programs of study with a view to giving students a broad awareness of the social implications of professional activities and to fostering communication and interaction among related professions and para-professions.

Recommendation 59

Where needed and feasible, special professional and para-professional curricula should be devised, together with forms of limited licensure to recognize the skills thus acquired.

Recommendation 60

As a condition to maintaining their certification, all professionals and para-professionals should participate in pertinent programs of continuing education or should submit evidence of comparable efforts to remain current in their fields.

Recommendation 61

Refresher, updating, and continuing education programs should be developed in all professional areas to provide for the continued competence of practitioners operating at all levels. Appropriate courses should be provided also for persons seeking horizontal or vertical movement within or between professional areas, in order that an individual at one professional level may advance to another level on the basis of performance standards similar to those required for the licensing of previously qualified practitioners. These courses and programs should be periodically reviewed by the appropriate councils to ensure their continuing relevance.

Recommendation 62

Courses and programs that are suitable for the upgrading of professional skills should be eligible for provincial grants only if they are opened to related professionals and para-professionals seeking higher certification.

Recommendation 63

Professional associations should not have the power to establish admission standards for professional and para-professional programs and schools. These powers should be vested in the educational institutions themselves.

Recommendation 64

Where feasible, rigid and compulsory post-secondary prerequisites should not be required for admission to professional and para-professional programs of study.

Recommendation 65

Professional programs and schools should admit a representative cross-section of Ontario students. Accordingly, individual institutions should submit plans to the pertinent councils indicating by what means and at what speed a broader representation of women and students

from diverse regions and socioeconomic strata will be admitted to their programs. Where needed, suitable makeup programs and extraordinary admissions procedures should be devised, including admission on the basis of a random selection among qualified applicants whose aptitudes and attainments indicate a reasonable probability of success. The proposed Ontario Committee on Post-Secondary Education should monitor the implementation of these plans and publish its findings.

Recommendation 66

An evaluation of a student-teacher's performance in the classroom should take precedence over the accumulation of course credits at the training institution.

Recommendation 67

All major formal post-secondary institutions — universities, colleges of applied arts and technology, Ryerson Polytechnical Institute, and the Ontario College of Art — should be permitted to provide appropriate three-year programs as a minimum requirement for admission to a one-year teacher-training program in Ontario.

Recommendation 68

Post-secondary educational institutions engaged in teacher education should experiment with programs that combine practice teaching, apprenticeship, and formal academic education.

Recommendation 69

Graduate faculties and schools should provide students preparing for teaching careers in post-secondary institutions with opportunities to gain supervised practical teaching experience as an integral part of their program.

Recommendation 70

Where appropriate and as soon as feasible, programs of study presently available in the

English language in Ontario's colleges and universities — including pre-training and retraining programs, programs in continuing education, and programs of the proposed Open Academy²³ — should be provided in French.

Recommendation 71

The respective councils proposed for universities, colleges, and the open educational sector,²⁴ in consultation with the appropriate institutions and organizations in their jurisdictions, should establish and publish policies to facilitate the provision in Ontario of programs in the French language in all fields and disciplines. In special circumstances, the respective councils should recommend to the Government of Ontario the negotiation of interprovincial agreements to provide programs in other provinces on a reciprocal basis.

Recommendation 72

In order that French-speaking students might have access to French-language education in all appropriate fields and disciplines, colleges and universities presently providing programs of study in French should give high priority to their expansion and should, in consultation with one another and with the pertinent councils, prepare and publish specific plans indicating how and when this will be done.

Recommendation 73

Where necessary and feasible, additional existing institutions should be designated as bilingual, to serve the educational, cultural, social, and occupational needs of Ontario's French-speaking population.

Recommendation 74

To provide additional educational services in French, post-secondary institutions offering instruction in French within the university, college, and open educational sectors should,

²³ See Chapter 3 of this Report.

²⁴ See Chapter 7 of this Report.

where appropriate, establish cooperative, inter-institutional, and extension programs with one another and with similar institutions elsewhere in Canada.

Recommendation 75

Immediate and special attention should be paid to expanding and/or establishing French-language programs in the health sciences, library science, and education, as well as programs in technical, commercial, and continuing education.

Recommendation 76

A proportion of provincial funds for research should be earmarked for research in French-language education and culture and made available to institutions offering programs in the French language.²⁵

Recommendation 77

Examinations for admission to any trade or profession in Ontario should be available in French upon request.²⁶

Recommendation 78

Appropriate municipal, university, college, and secondary-school libraries should be encouraged and supported to provide a supply of books, periodicals, and other library materials in the French language adequate to the needs of their users.

Recommendation 79

To ensure further the adequate provision of French-language services and offerings in libraries, French-speaking citizens should be represented adequately on library boards in areas where they reside.

Recommendation 80

Where appropriate, schools, colleges, and universities should extend the full range of their

²⁵ See Chapter 3 of this Report.

²⁶ See Chapter 3 of this Report.

counselling and guidance services to Franco-Ontarian students in the French language. Equally, the proposed community-based career and education guidance network of the proposed Ontario Human Development Commission should provide its services in French.²⁷

Recommendation 81

In selecting among nominees for the proposed Committee on Post-Secondary Education, Council for University Affairs, Council for College Affairs, Council for the Open Educational Sector, and Council for the Creative and Performing Arts,²⁸ the Minister of Post-Secondary Education should ensure that Franco-Ontarians are included on each body.

Recommendation 82

Funds should be allocated to institutions to meet higher costs arising from the normal operation of French-language programs on the basis of an objective formula. Grants, on a short-term basis, should also be available to institutions establishing or expanding French-language programs to offset extra costs resulting from the initial recruiting of additional teaching and support personnel and from the development of bilingual libraries.

Recommendation 83

French-speaking students of the province who seek French-language education in a program of study not offered in French in Ontario should be eligible for the same grant-loan scheme available to students studying within Ontario.

Recommendation 84

The proposed Ontario Committee on Post-Secondary Education should monitor the provision, use, and effectiveness of French-language programs in all sectors of post-secondary education in Ontario and publish studies thereon.

²⁷ See Chapter 6 of this Report.

²⁸ See Chapter 7 of this Report.

Recommendation 85

The Province of Ontario should recommend to the federal government the establishment of a Canada Human Development Commission. It should:

- (a) advise the federal and provincial governments on matters pertaining to manpower projections and related requirements; and
 - (b) sponsor and publish studies on manpower predictions and educational planning.
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Recommendation 86

1. The Ontario Human Development Commission should be established by statute.
 2. The Act establishing the Commission should stipulate its membership, powers, and responsibilities.
 3. Members of the Commission should be appointed by the Lieutenant Governor in Council on the advice of the Provincial Secretary for Social Development.
 4. The Commission should consist of a full-time chairman, serving for a four-year term, renewable, and twelve members drawn from the civil service, municipal governments, educational institutions, industry, labour, cultural organizations, professional and community associations, selected from nominees of appropriate voluntary associations and serving for three-year terms, once renewable.
 5. The Commission should:
 - (a) advise the Government of Ontario;
 - (b) sponsor and publish studies; and
 - (c) offer to the public information on educational training and employment opportunities and manpower needs.
 6. These services should be available through post-secondary educational institutions and a community-based information network administered by the Commission.
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Recommendation 87

Data on educational services and career opportunities should be assembled and catalogued in as many communities as possible and, if practicable, on a province-wide basis and be made readily available to the public.

Recommendation 88

Secondary school programs dealing with educational and employment opportunities should be critically evaluated and, where necessary, refined to provide students with a realistic understanding of the relationships that exist or may exist in the future between educational programs and employment opportunities.

Recommendation 89

1. There should be established a Ministry of Post-Secondary Education in Ontario.
 2. The jurisdiction of the Ministry should include all fields now falling under the jurisdiction of the Ministry of Colleges and Universities, as well as all other fields proposed in this Report for the sectors of open education and the creative and performing arts.
 3. All provincial support for these fields should be funded through this Ministry.
 4. The Ministry, in addition to its customary duties of advising the Minister, should administer the student grants and loan programs recommended in this Report.
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Recommendation 90

1. There should be established, by law, four governmental agencies dealing with the planning, coordination, and funding of post-secondary education in Ontario. These agencies should replace the existing advisory and other bodies now performing these functions.

2. These four agencies should be called:
 - (a) the Ontario Council for University Affairs;
 - (b) the Ontario Council for College Affairs;
 - (c) the Ontario Council for the Open Educational Sector; and
 - (d) the Ontario Council for the Creative and Performing Arts.
 3. The four agencies should be responsible to the Ontario Legislature through the Minister of Post-Secondary Education.
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Recommendation 91

1. The Ontario Council for University Affairs should be established by statute.
2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
4. The 14 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:
 - (a) two members appointed from the nominations of each of: the Council of Ontario Universities, the Ontario Confederation of University Faculty Associations, and representative student associations;
 - (b) one member appointed from the nominations of the representative associations of non-academic university staff;
 - (c) six members appointed from the nominations of representative associations of labour, management, the professions, community groups, etc.; and
 - (d) one member appointed from the nominations of the Ontario Teachers' Federation.²⁰

²⁰ See Chapter 5 of this Report.

Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.

5. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
6. No chief executive of a university or a similar post-secondary educational institution should be appointed to the Council.
7. The Council should:
 - (a) plan and coordinate, in consultation with universities and related voluntary associations, the university sector of post-secondary education in the province;
 - (b) advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;
 - (c) allocate and distribute operating and capital funds among the institutions;
 - (d) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for University Affairs; and
 - (e) hold public hearings, from time to time, at the institutions under its jurisdiction.
8. The Council should allocate and distribute its funds for both educational operating and capital grants on an objective formula basis.
9. Any major change in the method of funding educational or research activities should be preceded by consultations with representatives of voluntary organizations in the university sector.
10. The Council should consider awarding up to 2 per cent of its operating grants budget for innovations in educational programs and policies. Grants for such projects should persist for no longer than five years; within

this period, successful innovations and experiments should be viable on the basis of ordinary support.

Recommendation 92

1. The Ontario Council for College Affairs should be established by statute.
2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
4. The 14 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:
 - (a) two members appointed from nominations of each of: the Committee of Presidents of the Colleges of Applied Arts and Technology, the organization representing faculties of Ontario Colleges of Applied Arts and Technology, and representative student associations;
 - (b) one member appointed from the nominations of the representative associations of non-academic staff;
 - (c) six members appointed from the nominations of representative associations of labour, management, the professions, community groups, etc.; and
 - (d) one member appointed from the nominations of the Ontario Teachers' Federation.²¹

Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.

5. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the

²¹ See Chapter 5 of this Report.

Minister of Post-Secondary Education for a term of four years, renewable.

- 6. No chief executive of a college or a similar post-secondary educational institution should be appointed to the Council.**
- 7. The Council should:**
 - (a) plan and coordinate, in consultation with colleges and related voluntary associations, the college sector of post-secondary education in the province;**
 - (b) advise the Minister of Post-Secondary Education on the global sums needed for the support of institutions and activities within its jurisdiction;**
 - (c) allocate and distribute operating and capital funds among the institutions;**
 - (d) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for College Affairs; and**
 - (e) hold public hearings, from time to time, at the institutions under its jurisdiction.**
- 8. The Council should allocate and distribute its funds for both educational operating and capital grants on an objective formula basis.**
- 9. Any major change in the method of funding educational or research activities should be preceded by consultations with representatives of voluntary organizations in the college sector.**
- 10. The Council should consider awarding up to 2 per cent of its operating grants budget for innovations in educational programs and policies. Grants for such projects should persist for no longer than five years; within this period, successful innovations and experiments should be viable on the basis of ordinary support.**

Recommendation 93

- 1. The Ontario Council for the Open Educational Sector should be established by statute.**

2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
4. The 12 appointees should be selected from a list of nominees of voluntary associations and should reflect the following division:
 - (a) two members appointed from the nominations of each of: the provincial associations of employees of libraries, museums, art galleries, the open academy, and similar institutions, and the provincial association of libraries, museums, art galleries, and the open academy;
 - (b) two members appointed from the nominations of the representative associations of teachers in adult and continuing education; and
 - (c) six members appointed from the nominations of representative associations of labour, management, the professions, community groups, etc.

Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.

5. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
6. No chief executive of an institution within the open educational sector should be appointed to the Council.
7. The Council should:
 - (a) plan and coordinate, in consultation with the appropriate institutions and voluntary associations in that sector, the open educational sector of post-secondary education in the province;
 - (b) advise the Minister of Post-Secondary Education on the global sums needed

- for the support of institutions and activities within its jurisdiction;
 - (c) distribute operating and capital funds among the institutions;
 - (d) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for the Open Educational Sector; and
 - (e) hold public hearings, from time to time, at the institutions under its jurisdiction.
8. The Council should, where feasible, allocate and distribute its funds for both educational operating and capital grants on an objective formula basis.
9. Any major change in the method of funding educational or research activities should be preceded by consultations with representatives of voluntary organizations in the open educational sector.
10. The Council should consider awarding up to 2 per cent of its operating grants budget for innovations in educational programs and policies. Grants for such projects should persist for no longer than five years; within this period, successful innovations and experiments should be viable on the basis of ordinary support.
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Recommendation 94

1. The Ontario Council for the Creative and Performing Arts should be established by statute.
2. The Act establishing the Council should stipulate its membership, powers, and responsibilities.
3. The Council should be the main Ontario agency providing funds for the support of the creative and performing arts.
4. Members of the Council should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.

5. The 10 appointees should be selected from nominees of voluntary associations interested in the creative and performing arts as well as representative associations of labour, management, the professions, community groups, etc.²² Members of the Council should be appointed in a staggered manner for three-year terms, once renewable.
6. The Council should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
7. The Council should:
 - (a) advise the Minister of Post-Secondary Education on the global sums needed for the performance of its functions;
 - (b) stimulate and promote the creative and performing arts throughout the province;
 - (c) assist, cooperate with, and enlist the aid of organizations whose objectives are similar to the objectives of the Council;
 - (d) make awards to persons in Ontario for outstanding accomplishments in the creative and performing arts;
 - (e) provide, through appropriate organizations or otherwise, grants, scholarships, or loans to persons in Ontario for study or research in the arts in Ontario or elsewhere or to persons in other provinces or territories of Canada or any other countries for study or research in the arts in Ontario; and
 - (f) publish annual reports, to be tabled in the Legislature, describing the activities of the Ontario Council for the Creative and Performing Arts.
8. The Council should follow the present practice of the Province of Ontario Council for the Arts in having a small administrative staff and limited executive powers. It should be mainly an application and award centre

²² See Chapter 5 of this Report.

for individuals and organizations engaged in the creative and performing arts.

Recommendation 95

The four Councils should be encouraged to form, when necessary, joint committees and task forces to deal with specific common problems and for a specified period of time. Such task forces should be used to maintain appropriate liaison with other Councils, with government bodies, and with interested organizations.

Recommendation 96

1. There should be established an Ontario Committee on Post-Secondary Education.
2. The Committee should have no executive or administrative responsibilities or be a part of any of the executive or administrative bodies involved in post-secondary education.
3. The Committee should review and monitor post-secondary education in Ontario. It should:
 - (a) sponsor and publish studies on specific subjects it considers important and of interest in the field of post-secondary education;
 - (b) hold regular public hearings on post-secondary education throughout Ontario; and
 - (c) publish annual reports dealing with the entire range of post-secondary education.
4. Members of the Committee should be appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education.
5. The 15 appointees should be selected from nominees of voluntary associations and should reflect the following division:
 - (a) four members appointed on the nomination of labour, management, and community groups;²³

²³ See Chapter 5 of this Report.

- (b) four members appointed on the nomination of representative associations and organizations of post-secondary educational institutions, including students, faculty, and administration;
- (c) four members appointed on the nomination of provincial associations of engineers, doctors, lawyers, and other professional associations;
- (d) the Chairman of the Ontario Council of Health;
- (e) the Deputy Minister of Post-Secondary Education; and
- (f) the Chairman of the proposed Ontario Human Development Commission.²⁴

Appointed members of the committee should hold office for staggered three-year terms, once renewable.

- 6. The Committee should have a full-time chairman, appointed by the Lieutenant Governor in Council on the advice of the Minister of Post-Secondary Education for a term of four years, renewable.
- 7. The Committee should have a small, permanent staff and sufficient funds to support its research and publications.

Recommendation 97

Faculty and institutions should maintain or, where necessary, create provincial associations to make possible the expression of views of their constituencies.

Recommendation 98

- 1. Students enrolled in institutions of post-secondary education should be encouraged to create a province-wide organization or organizations.
- 2. To support their legitimate functions at the provincial level, such organizations should be

²⁴ See Chapter 6 of this Report.

funded according to a formula that recognizes the contributions in time made by their members to joint boards, councils, and committees. In addition, individual students should receive honoraria for their participation.

Recommendation 99

All post-secondary institutions should be governed, administered, and operated with a maximum of local autonomy. (By maximum local autonomy is meant that the governing bodies of each institution should be recognized as the policy makers for all matters that can be settled or resolved at the individual institutional level.)

Recommendation 100

Students and faculty should have direct and significant representation on the governing bodies of provincially assisted institutions.

Recommendation 101

Legislation should be reviewed to allow for diversity in governing structures among institutions. New legislation permitting such a development should be passed.

Recommendation 102

Institutions should make public all relevant information pertaining to their operation, including financial statements. These reports and financial statements should be tabled annually in the Legislature.

Recommendation 103

Of the lay members of governing bodies of universities and colleges, not more than one-third should be self-perpetuating, with the balance appointed by the Lieutenant Governor in Council and bodies such as alumni and city councils.

Recommendation 104

1. To protect academic freedom, institutions — where they have not already done so — should develop appropriate procedures and policies regarding academic appointments, promotions, and dismissals.
 2. Such procedures should be worked out in detail between the academic staff concerned and the institution, and should include a statement on academic freedom.
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Recommendation 105

Institutions, in consultation with their faculty and students, should establish and publish policies on grievance procedures for both.

Recommendation 106

1. The Lieutenant Governor in Council, on the recommendation of the Minister of Post-Secondary Education, should appoint a citizen as provincial ombudsman for post-secondary education.
 2. The ombudsman for post-secondary education should have all the necessary attributes of such an office: in particular, access to information, the right to observe deliberations at which administrative officials make rulings, and the right of publication.
 3. The ombudsman for post-secondary education should table annual reports in the Legislature describing the activities of his office.
 4. Only in the absence of established grievance procedures in an institution should the ombudsman be empowered to secure fair treatment of its employees and students.
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Recommendation 107

Institutions, in consultation with the academic staff concerned, should develop

policies, procedures, and regulations that recognize the prime responsibility of an academic staff member to his or her institution and ensure that his or her non-institutional, contract, and off-campus work in no way conflict with this responsibility.

Recommendation 108

All vestiges of *in loco parentis* rules should be abolished in institutions of post-secondary education.

Recommendation 109

The goal of the provincial government's financing of post-secondary education should be universal access to appropriate educational services for all who wish and are able to benefit from them. Accordingly, all financial barriers to universal access should be progressively abolished.

Recommendation 110

The public subsidy of post-secondary institutional operating costs should distinguish between educational and instructional expenditures, on the one hand, and payments for research and other activities, on the other. The annual public subsidy should be allocated to each institution as a single global sum:

- (a) the subsidy for educational or instructional expenditures should be in the range of one-half to two-thirds of such costs, and based on a revised formula; and
 - (b) payments for research and other activities, where applicable, should be on a long-term basis (no fewer than three but no more than five years) and following quality assessment within each field or discipline.
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Recommendation 111

1. The fiscal stability of post-secondary institutions should be enhanced by allocating and distributing their formula income on the basis of projected enrolment.

Each institution's projected enrolment should be determined in consultation with, and on the approval of, the appropriate council. It should be consonant with province-wide enrolment projections and long-term institutional plans.

2. In calculating formula income, part-time students should be subsidized on a pro-rated basis.
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Recommendation 112

To facilitate long-term planning, grants and subsidy policies of the government and the proposed councils should be made and announced on a rolling three-year basis.

Recommendation 113

Institutions should be free to set their own tuition fees.

Recommendation 114

Colleges of applied arts and technology, universities, and similar institutions should be treated equitably with respect to all purposes, including cultural, athletic, and social activities.

Recommendation 115

Church-affiliated colleges should be eligible for the same financial support as secular colleges and universities provided that:

- (a) the governing bodies of the church-affiliated colleges conform to the general guidelines for such bodies recommended in this Report;¹⁷
- (b) the college does not discriminate on the grounds of religion in its admission policies for students and in its hiring, promotion, and tenure policies for faculty;
- (c) the college gives assurance that no public funds will be used for religious indoctrination;
- (d) the college obtains approval for its academic programs from the senate or comparable

- body of an affiliated or federated secular institution; and
- (e) a long-term plan that includes anticipated enrolment is submitted to, and approved by, the appropriate council.
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Recommendation 116

Both students and faculty members of church-affiliated colleges should be eligible for the full support of the financial programs recommended in this Report (that is, students should be eligible for the scholarship, fellowship, grant, and loan programs, and faculty members for appropriately awarded research support).

Recommendation 117

To encourage innovation and excellence in all fields, there should be established a limited program of provincial scholarships for university undergraduates and for students in colleges and the open educational sector.

Recommendation 118

There should also be established a limited program of graduate fellowships for outstanding students. The stipend should be of sufficient amount to retain many of the best students in Ontario and to attract others of like quality from elsewhere. Selection should be through a province-wide competition. A proportion of fellowships (say, 15 per cent) should be awarded to non-Canadians.

Recommendation 119

Public financing of students in post-secondary education should be through two additional programs: a grant program designed to provide increased access to post-secondary education for students from lower income groups; and a contingent repayment loan program open to all students, including those in church-affiliated and

¹⁷ See Chapter 7 of this Report.

other private institutions of post-secondary education.

Recommendation 120

The grant program should have the following features:

- (a) awards should be large enough to pay the student's tuition fees and provide for his maintenance while studying;
 - (b) grants should be extended to eligible individuals for five years of full-time study or its equivalent in part-time study;
 - (c) eligibility for grants should be based on an individual's personal and parental income and wealth. The amount granted should be scaled according to the recipient's parents' income group and size of family on a graduated basis up to a limit of \$15,000 income (1972 dollars) for a family with two children. This limit should be reviewed periodically;
 - (d) eligibility and size of grant should not be limited because the recipient lives with his parents; and
 - (e) the grant should be determined on the basis of a sliding scale, gradually decreasing from the maximum granted to students whose families are in the lowest income bracket in Ontario.
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Recommendation 121

The contingent repayment loan program should have the following features:

- (a) it should be open to all students;
- (b) it should not be limited in time but should be dependent upon a reasonable progression towards a declared academic objective;
- (c) it should be interest-bearing;
- (d) repayment should be based on the "ability to pay" principle and fixed as a percentage of taxable income in any year;
- (e) it should be repayable within 20 to 30 years or forgivable thereafter; and

- (f) the yearly and total amount of support for which individual students are eligible should be recommended by the respective councils responsible for universities, colleges, and the open educational sector.
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Recommendation 122

The Government of Ontario should give consideration to devising suitable schemes of financial support for persons who, in preparation for enrolment in a post-secondary program, require makeup work.

Recommendation 123

The Government of Ontario and the Government of Canada should establish programs in which students would have their educational costs paid in return for a contract of service.

Recommendation 124

1. Canadian citizens resident in Ontario who have not received formal post-secondary education in a traditional institution, but have the desire and ability to pursue further education in some other way, should be eligible to apply for a grant up to an approximate value of the average per student public subsidy for instructional purposes provided to individual students and to institutions of post-secondary education. These grants should be awarded to an individual citizen or a group of citizens for the purchase of educational and cultural services. The proposed Council for the Open Educational Sector should be responsible for devising, approving, and administering grants of this type.
 2. The Government of Ontario should initially allocate \$3 million annually to the Council for this purpose. The proposed Ontario Committee on Post-Secondary Education should review this program annually and recommend appropriate increases as the program is developed and evaluated.
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Recommendation 125

All existing provincially supported programs of aid, bursaries, loans, grants, scholarships, and fellowships for post-secondary students should be phased out gradually in favour of the Commission's proposed programs.

Recommendation 126

The proposed Ontario Committee on Post-Secondary Education should monitor the consequences of the proposed financing arrangements, with particular attention to their impact on access to post-secondary education. These findings should be published annually.

Reservations

In endorsing this Report, I would still want to raise a point that does not amount to an objection but which does represent a word of caution in regard to the possible interpretation of some of its passages. It concerns the relation of two major concepts that run through it: universal accessibility and quality. I fully concur with both of them, while recognizing, as the Report does, that problems can emerge in harmonizing these two principles. My concern, however, is that the concept of quality should always be at the core of the system, without ever being an excuse for narrowness or rigidity in practices. Accessibility should then be interpreted as the individual's right to an equal baseline (to secure which, a great deal, assuredly, must be done) not as any presumption of equal capacity or achievement. To cite two relevant examples: first, with regard to the citizen's right of access to all libraries (Recommendation 25), this should be implemented to prevent automatic, bureaucratic blocks to individuals of capacity outside the established organization; not to reduce the quality of the use of limited resources through a misplaced egalitarianism. And, second, in meeting the truly vital need to provide financial support for individuals who wish to seek post-secondary education apart from the institutional structure (Recommendation 124), the grants proposed must not be interpreted as fulfilling a citizen's right as taxpayer to an equal share of the public expenditure on education, but rather as the individual's right (indeed, for the good of society as well as himself) to ask for further educational opportunity at the post-secondary level, and to receive it if his ability and intended project can be reasonably presumed to be of sufficient quality for achievement at that level. Just as, for society's good, we do not allow members of the public to contract out of paying school taxes on the plea that they have no children at school, so we must not allow people to contract in for equivalent grants merely on the plea that they have helped to pay the taxes. The need of society (and also, really of the individual) for true quality in education, must rule

as paramount. This same basic rule, in my opinion, must apply throughout the interpretation of the entire Report.

J. M. S. Careless

I agree that Recommendations 119, 120, 121 (the loan-grant scheme) are a logical extension of the present educational financial system. I do not agree that they fulfill the aspirations of the text of our Report, our deliberations, or our mandate.

As a Commission, we agreed unanimously that our society's goals now include universal accessibility to education resources, according to one's desires and ability. At present, our research confirms that these resources are accorded more generously, or utilized more often, by students from middle and upper income groups, whatever their level of ability. If this occurs when tuition fees and related student costs represent a very small fraction of total education costs, one must conclude that the less gifted but affluent student regards those charges as a minor "users' fee" while the gifted but poor student finds them a major deterrent.

The Commission states, and I concur, that many other social factors, such as nutrition, early childhood training, family and peer group motivation, may be obstacles as important as the financial. New guidance and counselling techniques, adequate funding of educational alternatives, the establishment of the Open Academy, evaluation of self-learning experiences, and accreditation on demand may ameliorate or remove those obstacles. But I suspect that the universities and CAATs will remain the major focus of our educational activity and of our citizens' aspirations. Therefore we must insist that those institutions open their doors to the gifted of all socioeconomic classes.

As a first step, tuition fees and associated costs should be abolished by having the provincial (and indirectly the federal) government increase its support to those institutions. Next, quota systems should be devised and implemented to ensure that the student population by the year 1990 reflects the socioeconomic demography of Ontario. Lastly, our governments have a responsibility to enforce progressive taxation. The burden of these costs should fall upon those persons and corporations who benefit most from our economy, not upon individuals who are merely exercising their right to a full educational experience in Ontario.

Vincent Kelly

This Commission refused to give serious consideration to a provincial structure which would include a single centralized University of Ontario. The Spinks Commission (Commission to Study the Development of Graduate Programs in Ontario Universities, 1966), on the other hand, saw such a development as the key to effective coordination and accountability in the arena of graduate studies.

In my view, the centralized university structure involving a single high-level interface with government through an academic president and his board is the only one which could conceivably leave academic planning and decision making in the hands of the academics. The current structure, and the modification of it proposed in this Report, assigns this interfacing function to a quasi-governmental body with a bureaucratic chairman who is the de facto president of the "University of Ontario". In its recommendation, this Commission has bowed to members of the university community, who in their briefs have made it abundantly clear that they would rather assign major academic planning powers to a

government body than submit to an all-powerful academic planning body.

John S. Kirkaldy

It is my feeling that a report arduously forged by a Commission over a period of time should not be compromised or weakened by the listing of reservations of individual Commissioners. However, since the policy of stating reservations has been firmly endorsed by a majority of the Commissioners, for purposes of clarity I shall list two:

1. In my view, Recommendation 32 is neither necessary nor desirable. The obsession our society has for "paper" qualifications is to be deplored. Graduates of the CAATs holding diplomas but not degrees are being actively sought for employment and many CAAT students have stated in fact that they do not want degrees. Implementation of this recommendation, if it is submitted, would tend to divide college student bodies.
2. In my view, Recommendation 100 is too encompassing. Certainly all faculty (both teaching and administrative) and students should be able to influence and to otherwise affect the input into the governing body of the institution which employs them or which they attend. They would have much to contribute in such areas as academic policy and student governance. However, full membership on the governing body would seem to create some difficulties in dealing with legal, financial and personnel matters.

W. T. Newnham

Appendices

- A Commission Process
- B Biographical Sketches of Commissioners
- C Commission Committees
and Their Membership
- D Statement of Issues
- E Published Background Studies
- F Public Hearings of the Commission
- G Briefs Submitted to the Commission
- H Acknowledgments

Appendix A

Commission Process

It will help the reader's understanding of this Report if he has some knowledge of how the Commission has operated since its inception. We will briefly outline the procedure followed from the creation of the Commission in April 1969 until the preparation of the final Report in the fall of 1972.

Initially 11 Commissioners were appointed, and 2 more were added a number of weeks later. These individuals represented many different interest groups and sectors of Ontario's society; but all had some association or affiliation with, and all shared a deep concern for, the province's system of post-secondary education. The accompanying list of members and their affiliations clearly indicates the broad membership of the Commission.¹ This diversity was to prove both a strong advantage and a complicating factor in the course of the Commission's work; for while the membership brought to the Commission a wide range of interests and perspectives on the problems at hand, it also made agreement on some of the basic working principles and objectives of the group very difficult to achieve.

From its inception until February 1972 the Commission was chaired by Dr. Douglas T. Wright, who resigned the chair, though continuing as a member, on his appointment as Deputy Provincial Secretary for Social Development. Mr. D. O. Davis then became chairman. There was one other resignation during the life of the Commission: Mr. Hugh Macaulay resigned in February 1971, and he was replaced by Dr. Laurent Isabelle.

When the Commission was established, there were strong indications that a new climate was emerging in education in Ontario. It was clear that the rapid and enthusiastic expansion of the early and mid-1960s could not continue; and the very foundations of teaching and learning in the elementary and secondary school systems were

experiencing a thorough re-evaluation as a result of the Hall-Dennis Report, *Living and Learning*.² The Commission's first task was to address itself to the question of what constitutes post-secondary education in Ontario today. In the current atmosphere of changing needs and expectations, this proved to be an extremely difficult and complex undertaking. Accordingly, a number of committees were established that were intended to clarify the issues and put them into perspective. These committees were of two kinds: those which dealt with substantive issues pertaining to the Commission's terms of reference; and those which expedited the Commission's administrative work.

Four committees in the former category that were particularly important during the early stages of the Commission's work were the Committee on Research, the Committee on Aims and Objectives, the Committee on Teaching and Learning, and the Committee on Alternatives. It is worth briefly describing their functions.³

The Committee on Research had two basic duties: to develop a conceptual framework for research, and to supervise the awarding of research contracts.

In general, the committee's major concern was to try to obtain a more detailed and deeper understanding of post-secondary education, especially in its relation to the many other non-educational social services it performs.

The task of the Committee on Aims and Objectives was to articulate the educational philosophy of the Commission. This became a

¹ See Appendix B.

² *Living and Learning, The Report of the Provincial Committee on Aims and Objectives of Education in the Schools of Ontario* Toronto, 1968.

³ The various committees and their membership are listed in Appendix C.

major theme reflected in all aspects of subsequent discussions and reports.

The Committee on Teaching and Learning explored the vast literature available on this key topic. One of its major contributions was to define the intricate relationship that exists between teaching and learning, and between these activities and other services performed by post-secondary education.

Very early in its deliberations, the Commission realized that post-secondary education was expanding not only through traditional institutions and programs, but through new kinds of educational enterprises as well. To explore these areas, the Committee on Alternatives was established. The findings of this body were subsequently reflected in the reports of the Commission, particularly with respect to the definition of post-secondary education and proposals for the creation of alternatives to the present structure of educational services.

Partly because of its size and composition, the Commission used a number of small committees to supervise the work of its staff and to carry on the Commission's work between meetings. The earliest committee of this kind was the Steering Committee on whose recommendation staff were first hired and early work was undertaken. The Steering Committee was discontinued in March 1970 and replaced by an Executive Committee. Following the initial reaction to its *Statement of Issues*,⁴ the Commission reappraised its activities through an ad hoc committee which reviewed the work, administration, staff, and budget, and which proposed plans for the Commission's future efforts. The report of this committee was accepted and corresponding changes were made in the work of the Commission. One of the committee's recommendations was the creation of a new executive committee, made up of the chairman of the Commission and two elected members. In the latter stages of the Commission, an Editorial Committee was appointed to supervise the drafting and editing of the final report.

Two further committees were set up, as a result of two specific requests from the Minister on University Affairs, to study and make recommendations on post-secondary education in northwestern and northeastern Ontario. Because of the special nature of these tasks, the study groups visited the areas of their concern, held public hearings, and published two special reports.⁵

Another area of major concern in Ontario is the position of Franco-Ontarians. To assist in researching the problems of this group, a special advisory committee was established comprising representatives of the Franco-Ontarian community. The work of this committee was greatly strengthened by the appointment to the Commission of Dr. Isabelle in May 1971. The Commission sponsored a research study on post-secondary educational opportunities for Franco-Ontarians and published a special draft report on the same subject.⁶ In addition, it decided to publish part of its draft report and the entire final report in French.

In addition to meetings of the various working committees, the entire Commission met fairly frequently. Three meetings were held in 1969; 10 in 1970; 10 in 1971; and 18 in 1972. The Commissioners also met on numerous occasions for informal discussions.

To gather evidence and learn from experiences of other jurisdictions, individual Commissioners visited West Germany, the United Kingdom, Denmark, Sweden, Norway, Belgium, Holland, Switzerland, France, Japan, and the United States. In all countries, Commissioners visited institutions of post-secondary education; talked to representatives of government agencies or commissions dealing with issues similar to those facing the Commission; and interviewed administrators, faculty, and students of post-

⁵ Commission on Post-Secondary Education in Ontario, *Post-Secondary Education in Northwestern Ontario* (Toronto: Queen's Printer, 1972) and *Post-Secondary Education in North Bay and Sault Ste. Marie* (Toronto: Queen's Printer, 1972).

⁶ Commission on Post-Secondary Education in Ontario, *Projet de rapport complémentaire sur l'éducation postsecondaire de la population franco-ontarienne* (Toronto: Queen's Printer, 1972).

⁴ Commission on Post-Secondary Education in Ontario, *Post-Secondary Education in Ontario: A Statement of Issues* (Toronto, November 1970. See Appendix D.

secondary educational institutions. In addition, members of the Commission participated in conferences, seminars, and congresses sponsored by the United Nations Educational, Scientific and Cultural Organization, the Organization for Economic Cooperation and Development, the American Council on Education, the Association of Universities and Colleges of Canada, the Economic Council of Canada, and various educational associations. In cooperation with The Ontario Institute for Studies in Education, the Commission also sponsored a seminar on educational outputs that was attended by leading representatives of education and government. To obtain information on their experiences and experiments in education, and to test out some of the Commissioners' ideas on educational and social issues, many eminent educational authorities in Canada and elsewhere were consulted, both formally and informally. These persons are too numerous to name individually here, but their valuable contribution to the work of the Commission must be gratefully acknowledged.

Through the work of the committees, it became apparent that specific studies would need to be commissioned to report on selected sectors of post-secondary education and related social issues. Accordingly, a significant proportion of the Commission's resources went into research. At the time of the Commission's appointment, systematic research on post-secondary education in Ontario and Canada was not well developed. The Commission advertised its general need for research in the public press and sought out professional researchers possessing the necessary skills to conduct relevant studies. For particular studies, detailed specifications were drawn up, and contracts were then awarded on the basis of competitive tendering. The results of its work are evident in the background studies published by the Commission and in a special study undertaken by two of its members to see if a "social report" could be constructed that would provide a better understanding and measurement of social policies.⁷

Further, a number of in-house studies were undertaken by the administrative staff of the

Commission. For the most part, these studies were summaries of existing research and publications in various fields. The Commission tried, through its early deliberations, to understand the various pressures, demands, needs, and perspectives that exist in the post-secondary system. Its findings were consolidated at an early stage in the *Statement of Issues*. This document provided a basis for open public discussion, consistent with the Commission's terms of reference, which explicitly called for public involvement in the work of the Commission.

The *Statement of Issues*, published in November 1970, raised a variety of questions of both a general and a specific nature. How desirable is sequential post-secondary education? How can we best utilize technology in education? What are the reasons for the high unit cost experienced in post-secondary education? How should these costs be met? The intent of the *Statement of Issues* was to focus the attention of the public on the key aspects of post-secondary education and to elicit a wide public response to the Commission's views on existing problems. Its objective was achieved with considerable success. A series of public hearings⁸ was held throughout the province, and a total of 334 briefs⁹ was received by the Commission. Since in many cases single briefs were received from associations or groups speaking on behalf of a number of individuals or institutions, the effective scope of input of ideas and opinions was even greater than that revealed by the substantial number of written briefs received. As well, of course, many hundreds of individuals spoke from the floor at the public hearings, without submitting a written brief. It is important to emphasize the great effort expended by the Commission in reaching out to the public in all sectors of Ontario's society and at all social and educational levels. People across the province were urged, through advertisements and appeals, through community organizations and media, to attend hearings, to present briefs, and to discuss their views and problems with the Commissioners. The spirited response that greeted these efforts served to demonstrate that post-secondary education is indeed a question of

⁸ See Appendix F.

⁹ See Appendix G.

⁷ See Appendix E.

deep concern to the people of Ontario. The *Statement of Issues* also found its way into other publications abroad (for example, the OECD Conference on Post-Secondary Education in Paris, 1971, and the so-called Newman Report published in Washington in April 1971).

Following this set of hearings, the Commission published its *Draft Report* in January 1972. Again, this was consistent with the requirements of the terms of reference. The purpose of this document was to reveal to the public the general direction of the Commissioners' thinking on the question of post-secondary education and to stimulate further discussion of the issues. Subsequently, a second set of hearings was held, and many more briefs were presented and discussed. Another massive effort was put forward to seek out public opinion,¹⁰ and the response was vociferous. The Commission had laid down a challenge in its *Draft Report* — a challenge of the status quo — and numbers of individuals and groups saw this challenge as a threat. Accordingly, the Commissioners were required to defend their recommendations against some of the most articulate critics in our society. A wide range of comments and suggestions was put forward by the public at large, by institutions, and by the press. The Commissioners benefited greatly from this exposure of their ideas and arguments to public scrutiny.

As a result of the evident interest shown by the public, the Commission decided to extend the second set of hearings for an extra month to accommodate all who wished to present their views. It finally concluded its hearings in May 1972. The formal hearings, however, were not the only public forum in which the Commission members gathered responses. Apart from following the debates in the newspapers and journals, the Commissioners also participated in a variety of radio and television shows, public and semi-public seminars, conferences, and so on. For example, it is estimated that between January and May 1972, Commissioners took part in more

than 80 public panels of one sort or another as a direct result of the interest stimulated by the *Draft Report*.

In the course of its work, the Commission accumulated a vast amount of written material. From the beginning, it operated in as open a manner as possible, and it is the intention of the Commission that all its records be available to the public. Copies of studies and background material have already been deposited in the Legislative Libraries, the library of The Ontario Institute for Studies in Education, and a number of other libraries throughout the province. The remaining files and material will be deposited in the Provincial Archives and made accessible according to the policies of this body.

The estimated total cost of the Commission is \$1,530,000. The breakdown is as follows: Commission deliberations, \$304,000; public hearings, study visits, and related activities, \$273,000; collection of data and preparation of background studies, \$671,000; publications, \$282,000.

The Commission wishes to acknowledge the contribution of the staff and consultants that worked on such diverse tasks as program planning and coordination, report drafting, data gathering and research, editing, publications design, translation of documents, public hearings, and the recording of Commission deliberations.¹¹ Thanks are owing to staff members who worked with the Commission during the early stages of its deliberations: Mr. Hugh McIntyre, our first associate secretary, who aided the Commission in its early attempts to reach the public; Miss Lindsay Niemann, a research associate who, as secretary to the Research Committee, editor, researcher, organizer of public hearings, and so on, contributed more than her title would indicate; and our research assistants: Miss Claire Pageau (who served as well as the secretary to the Commission's Committee on Post-Secondary Education and Franco-Ontarians), Miss Eleanor Glor, Miss Anthea Harden, and Miss Elizabeth Paul.

¹⁰ See Appendix F.

¹¹ See Appendix H.

Appendix B

Biographical Sketches of Commissioners

Mr. David Black

Formerly a member of the Secretariat of the Canadian Union of Students; member, Ontario Press Council; and Director, Institute for Research on Public Policy.

Professor J. M. S. Careless

Department of History, University of Toronto; Fellow, Royal Society of Canada; and former President, Canadian Historical Association.

Mr. William Cherry

Formerly Executive Secretary of the Colleges of Applied Arts and Technology Students' Association of Ontario; now in the employ of the Ontario Housing Corporation.

Mr. D. O. Davis, Chairman

Vice-Chairman, Council of Regents of the Colleges of Applied Arts and Technology; recently Vice-President of Engineering, Dominion Foundries and Steel Limited; now retired.

Dr. John J. Deutsch

Principal, Queen's University at Kingston, and former Chairman, Economic Council of Canada.

Dr. Reva Gerstein

Honorary Fellow and Tutorial Teacher at Founders College, York University; member of the Committee on University Affairs; formerly member of the Provincial Committee on Aims and Objectives of Education in the Province of Ontario.

Dr. Laurent Isabelle

Professor, Faculty of Psychology and former Director of the Guidance Centre, University of Ottawa; Trustee, Ottawa Board of Education; past Chairman of the Ontario Board of Examiners in Psychology; and past Chairman of the Council of Associations of University Student Personnel Services.

Mr. Vincent Kelly

A Toronto lawyer, recently a member of the Federal Committee on Youth.

Professor John S. Kirkaldy

Department of Metallurgical Engineering, McMaster University; and past Chairman of the Ontario Confederation of University Faculty Associations.

Mr. William Ladyman

International Vice-President of the International Brotherhood of Electrical Workers.

Mr. Hugh L. Macaulay

Formerly member of the Board and Chairman of the Board of Governors of Ryerson Polytechnical Institute; resigned from the Commission February 26, 1971.

Mr. William T. Newnham

President of Seneca College of Applied Arts and Technology.

Mrs. Edna E. Tietze

Master of English Literature at Conestoga College of Applied Arts and Technology.

Dr. Douglas T. Wright

Formerly Dean of Engineering, University of Waterloo; past Chairman of the Ontario Committee on University Affairs, and past Chairman of the Commission on Post-Secondary Education in Ontario; presently Deputy Provincial Secretary for Social Development, Government of Ontario.

Appendix C

Commission Committees and Their Membership

Research Committee

J. S. Kirkaldy (Chairman)
D. Black
D. O. Davis
W. T. Newnham

Aims and Objectives Committee

R. Gerstein (Chairman)
J. M. S. Careless
D. Black
W. Ladyman

Learning and Teaching Committee

E. E. Tietze (Chairman)
D. Black
J. V. Kelly
J. S. Kirkaldy

Alternative Futures for

Education in Ontario Committee

H. L. Macaulay (Chairman)
D. Black
W. Cherry
J. V. Kelly
W. T. Newnham

Steering Committee

D. T. Wright (Chairman)
R. Gerstein
J. V. Kelly
W. T. Newnham

Executive Committee (1970)

D. T. Wright (Chairman)
D. Black
R. Gerstein
J. V. Kelly
H. L. Macaulay
E. E. Tietze

Ad Hoc Committee

D. Black (Chairman)
W. Cherry
J. V. Kelly
J. S. Kirkaldy
D. T. Wright

Executive Committee (1971)

D. T. Wright (Chairman)
J. V. Kelly
E. E. Tietze

Executive Committee (1972)

D. O. Davis (Chairman)
J. V. Kelly
E. E. Tietze

Editorial Committee

R. Gerstein (Chairman)
D. Black
J. M. S. Careless
J. S. Kirkaldy

Francophone Advisory Committee

J. Giroux
G. Gosselin
L. J. Poirier
R. Roy
J.-M. Tessier
R. Tremblay
R. Vaillancourt

North Bay and Sault Ste. Marie Study

W. Cherry
D. T. Wright

Northwestern Ontario Study

D. Black
H. L. Macaulay
D. T. Wright
B. B. Kymlicka

One of the impressions that the Commission has formed about post-secondary education is that there is abroad an air of genuine doubt about current efforts in post-secondary education. It is not only that the government is unhappy about the costs, that the students rebel, and that the

public is bewildered by it all. For the first time in a long while—perhaps for the first time ever, and definitely for the first time in the memory of all living—the very foundations of our education, and especially of our educational structure, are being questioned. Perhaps it is

not even the questions themselves that are new; what is new, rather, is the earnest sense in which they are being asked. The Commission shares many of these doubts and, in particular, is struck by the relevance of the questions which are set out on the back page.

Post-Secondary Education in Ontario: A Statement of Issues

Background

On April 10, 1969, the Minister of Education and Minister of University Affairs established a Commission on Post-Secondary Education in Ontario.* One of its tasks was to generate public comment and discussion on both the broad and specific issues related to the development of post-secondary education in Ontario. In pursuing this mandate the Commission has contracted special studies that will be published as they are completed. This paper describes in broad terms the present situation and poses a number of questions arising from it. Its purpose is to stimulate the public discussion that, hopefully, will take place during the Commission's public hearings in late 1970 and early 1971.

There seem to be three categories of questions that need exploration: 1. What are the salient characteristics of and objectives for our system of post-secondary education?

2. What is the nature of the economics and finance of post-secondary education? 3. What kind of organizational and administrative structure should post-secondary education have?

The issues we raise are simple, though the reality they reflect and the solutions needed may be complex. Thus while we ask questions pertaining to specific segments of post-secondary education, we are not unaware of the diversity of the educational and public functions that our institutions perform. Indeed, it is even possible that at least some of these functions may be in conflict with each other. Consequently, it may be impossible to treat, let alone solve, some of these issues in a uniform way. Yet it is not complexity that presents the real difficulty; it lies rather in the very nature of education and its role in our society. Education is of fundamental social, economic and moral importance to us. It is one of the main bonds of social cohesion. It is believed to be linked both to economic and social welfare; it is—and always has

been—an important instrument in the upbringing of citizenry; and it is often considered of intrinsic good in itself. Not surprisingly, therefore, education has been supported by a whole series of justifications, each reflecting any one, some, or all of its aspects. Inevitably, also, education has fallen a victim to mythologies: it is seen as the guardian and saviour of civilization as well as the embodiment of original sin. And it is this aspect of education—with its roots in emotion as well as in reason—that presents the greatest difficulty. It is our hope that by attempting to state the issues simply and clearly, this difficulty can be more easily overcome.

*The Terms of Reference are appended at the end of this Statement.

TABLE I

NUMBER OF STUDENTS ATTENDING POST-SECONDARY INSTITUTIONS IN ONTARIO

*Expressed as a Percentage of the 19-21 Cohort and the Freshman Intake
Expressed as a Percentage of 19 Year Olds for 1968-1969*

Type of Post-Secondary Institution Attended	Total Enrolment in First Post-secondary Programme	Percentage of 18-21 Cohort	Freshman Intake	Percentage of 19 Year Olds
Colleges of Applied Arts & Technology	21,843 ¹	4.4	12,576	10.3
Colleges of Agricultural Technology	676 ²	.1	356	.3
Registered Private Schools	22,831 ³	4.6		
Ryerson Polytechnical Institute	5,670 ⁴	1.1	2,415	2.0
Schools of Nursing	9,684 ⁵	2.0	3,944	3.2
Teachers' Colleges	8,869 ⁶	1.8	8,703	7.2
Universities	82,433 ⁷	16.6	27,450	22.6
	152,006	30.6	55,443	45.6

Sources: 1 Applied Arts and Technology Branch, Department of Education.

2 Agricultural Education and Research Division, Department of Agriculture.

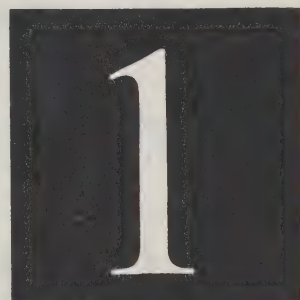
3 Applied Arts and Technology Branch, Department of Education.

4 Ryerson Polytechnical Institute.

5 College of Nurses of Ontario.

6 Report of the Minister of Education 1968.

7 Report of the Minister of University Affairs 1968-1969.

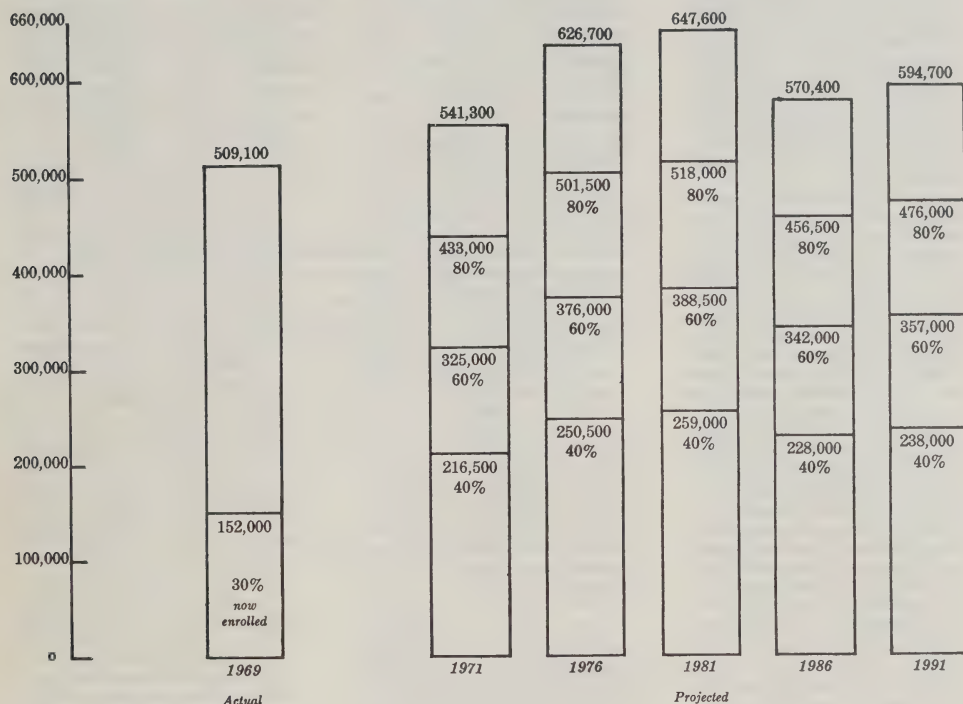


Numbers

Undoubtedly the most obvious and perhaps characteristic element in the development of post-secondary education, in Ontario as well as in Canada, and, indeed, the rest of the world, has been the increase in recent years in the number of students. This increase reflects not only population growth but also an increase in the percentage of the appropriate age groups that continue their education and do so for increasing lengths of time. As Table I demonstrates, more than 45% of the eligible age group in Ontario already enters some kind of institution of post-secondary education. Indications are that the participation rate will increase. In Table II we have projected the post-secondary population along various assumptions of participation rates.

TABLE II

Post-Secondary Population of Ontario
Projected at 40%, 60% and 80% Participation by 18-21 Year Cohort



Characteristics

Even such simple numerical illustrations point to the three salient and new characteristics of post-secondary education. First it has changed in the past 20 years from an enterprise catering to a minority to mass education. Second, the figures point to the prolonged number of sequential years (in practically all cases) that young people spend in educational institutions. Third, it would appear that both the rate of increase in numbers and the absolute numbers will reach peak by year 1981 then level and perhaps even decline thereafter. It is not clear which of these characteristics is most important. The mass nature of the undertaking has financial implications for the government and the taxpayer. It is of deep

significance to society and it poses grave problems of administration. The prolonged period of institutional custody (some have said incarceration) has a profound impact on the individual's life, emotionally and intellectually; it raises questions about the social repercussions of the often artificial student way of life, and perpetuates the separation between "school" and "life" well into an adult's life. The demographic prospect puts in perspective the strains and stresses that the rapid increases of the 1960's brought about and points to a considerable lessening of the pace after the year 1976 and a decline after 1981.

While the term "mass education" is well suited to describe the numbers of students, it hides, however, the great diversity of institutions and programmes in which these students enrol. In Ontario, the system of post-

secondary education embraces not only the traditional institutions such as universities and professional schools, but also such educational innovations as the Colleges of Applied Arts and Technology. (See p. 12). Moreover, diversity and multiplication of functions have increased even within each institution. The proliferation of programmes and schools has been spectacular and matched only by the extension of services that post-secondary institutions are now performing both for the student and the community. Consequently, what we are dealing with is a *diversified* mass education. This is an important modification; for unless we wish to confuse equality of treatment with uniformity this diversity must be reflected in any public policy and administration.

Cost

In economic terms, however, this diversity has almost invariably been purchased at increased unit cost. This is particularly true of graduate, professional and some vocational training.* It is, therefore, necessary to understand the economic and financial implications of this diversity and to differentiate between specialization due to the needs of society and mere proliferation due to institutional, professional and local self-aggrandizement.

Indeed, the cost—and the cost structure—of post-secondary education is one of the fundamental problems facing the public today. In Tables III and IV we have endeavoured to illustrate but two aspects of this problem: the increased and increasing proportion of costs of post-secondary education that is being borne by the public purse and the increased proportion of the total public spending that goes to post-secondary education.

There are a number of observations to be made about the implications of this increasing public support. Perhaps the most basic is that post-secondary education has become a subject of public policy making.* The establishment of special governmental departments and bodies to deal with post-secondary education illustrates this involvement. More importantly, however, these governmental organizations extended to post-secondary education those values and controls that go with governmental involvement. In particular, in a democratic society, this means public accountability and its concomitant:

*The Commission intends to publish a study on the comparative costs of programmes offered by Ontario post-secondary institutions in the near future.

*This has not always been the case, as a recent study concluded after surveying University-Government relationships since 1791. "Throughout the years the major emphasis of government, reflecting the attitude of Ontario society in general, has been on other, more fundamental aspects of life. As a result, probably the single most dominating characteristic of university-government relationships has been a high degree of indifference shown by the people of the Province, and thus by its government, toward higher learning." *The Role of the Provincial Government in the Development of the Universities of Ontario 1791-1964*. Edward E. Stewart. A thesis submitted in conformity with the requirements for the degree of Doctor of Education in The University of Toronto, 1970. p. 525.

TABLE III
OPERATING REVENUE AND STUDENT FEES

Year	Operating Revenue at Provincially Assisted Universities	Student Fees	Student Fees as Percentage of Operating Revenue
1963-1964	61,754	17,776	28.78
1964-1965	80,183	23,191	28.92
1965-1966	106,290	26,371	24.80
1966-1967	150,974	32,232	22.27
1967-1968	211,997	40,008	18.87
1968-1969	281,697	50,536	17.93
1969-1970*	331,991	57,507	17.32

*Estimate

TABLE IV

Grants to Colleges of Applied Arts and Technology, Ryerson Polytechnical Institute and Universities as a Proportion of Net General Expenditure and Gross Provincial Product of Ontario

	Net General Expenditure	Capital Expenditure	Operating Grants ¹	Gross Provincial Product ²
1955	\$ 431,294 3.29%	\$ 5,600	\$ 8,594	\$10.9 .13%
1960	786,288 3.61%	1,839	28,434	14.7 .19%
1965	1,265,534 7.70%	45,600	51,969	21.0 .46%
1970 ³	3,266,500 17.07%	170,000	387,688	34.6 1.61%

¹ Includes student awards.

² Expressed in billions.

³ Estimates only.

public justification of activities and equitable distribution of funds. Public scrutiny, however, also means political involvement—and it is only a matter of a thin line, if not just a question of taste, that in the end separates pandering to political fashions from satisfying social needs.* Finally, the increased involvement of government may also mean increased bureaucratization.

In many ways, the arrival of mass, diversified, public post-secondary education reflects the dramatic realization of an age-old aspiration: universal educational opportunity for all citizens to the limits of their abilities and interest. But, as is often the case with aspirations, their

imminent achievement brings forth questioning both of the ways in which the ends are accomplished and, indeed, of the very ends themselves. Somehow, either because of changing social needs or because of the failure to achieve these social needs more efficiently, there seems to be spreading vague dissatisfaction with our educational system. It is possible that we have expectations of post-secondary education which cannot be realized; it would definitely appear that we have expected it to achieve some social goals that cannot, and perhaps should not, be pursued through our educational system. And if so, our disappointments are not only understandable, they are inevitable. A review of our expectations, therefore, is in order.

*A good illustration of recent justifications has been provided by the Bladen report, see *Financing Higher Education in Canada*, Being the Report of a Commission to the Association of Universities and Colleges of Canada, published for the A.U.C.C., University of Toronto Press and Les Presses de l'Université Laval, 1966. pp. 5-6.

The Economic Argument

One of the most prevalent, and perhaps most powerful, reasons for increasing the number of years of formal schooling is the belief that additional years of education are of economic benefit both to the individual and to society. Returns on the individual's investment in education—in terms of money and time—are matched by the consequent increases in the contribution the individual makes to the creation of national wealth. Indeed, the educational level of a society is believed to be a significant factor in economic growth. And, in any case, it is argued that even if there is no demonstrable link between education and economic growth, it stands to reason that our modern society needs higher educational levels merely to remain competent and efficient in its dealings with the requirements of a modern technological industry. Failing to keep up with increased technology means being left behind. Finally, a modern society needs a better educated citizenry to cope with the social repercussions of the technotronic age.

As with all powerful social beliefs, the belief in economic benefits of post-secondary education is a combination of all the above threads—often so tightly woven together as to prevent any possible unravelling. Similarly, it is protected on all sides by the strengths and weaknesses of human nature: by human greed in its appeal to economic benefits; by fear of the future in its implied threat of uncontrollable machinery; by promise of salvation through the saving grace of education.

Possibly, only experience can correct, confirm or dispel such powerful beliefs. Yet, there are serious questions about the validity (or future validity) of these claims. For one, there is some dispute about how high the returns on investment in education in fact are.* For another, even if the past record indicates good returns, there are a number of reasons to suggest that this will change. There

are already indications that the labour market for some professions is weakening and that, correspondingly, the economic rewards are likely to be lessened.

It is, of course, true that some professions in effect retain complete control of the numbers in their professions and thus are able to extract high returns on their training. Often this is done through high educational prerequisites—linking and justifying thereby high income of members of the professions as a result of the long years of schooling and training. In fact, the high incomes may be due more to the limitations imposed on the market forces by certification. We will deal with the issue of the relationship between certification and education later. Suffice it here to say that if there are different returns to different professions for the same number of years at the same institution and if the different returns are due to the influence of certification then we should ask whether there should not be different levels of support—depending on future incomes—and/or whether the licensing monopoly ought not to be deleted. This linkage of economic returns to licensing and to educational requirements is the more interesting because it appears that the public provides the highest support to those who enter the most profitable occupations. (See Table V).

The public benefits of post-

secondary education are equally difficult to ascertain. In the most immediate sense, it is not enough to point to higher income tax returns as indicators of public benefits; for this claim is subject to the same criticisms as those made against ascribing high private incomes to years of education. It is more reasonable to argue that benefits accrue to the public in the way the members of the profession fulfil social needs through the provision of medical, legal, technical, and educational services. And, in a very general way, this appears a powerful argument. But, as with many generalized arguments, it seems to break down when analysed. It is a matter of considerable doubt whether these social needs are, in fact, best satisfied through the existing professional and semi-professional structures; it can even be argued that the increased (and increasing) educational requirements demanded by the existing professional structures and organizations often serve as a barrier to the satisfaction of social needs. Consequently, as more and more professional and semi-professional organizations and associations demand more and more educational requirements of their would-be members, the question of the public benefit that flows from this linkage must surely be raised.

To what extent education contributes to the economic growth and/or to technological advancement is also

TABLE V
STANDARDIZED LIFE-TIME EARNINGS
OF CERTAIN PROFESSIONAL MANPOWER, CANADA 1956-1966

Educational Level	Standardized 1956	Life-time Earnings 1966
1 B.A.		
Arts	\$ 160,091	\$ 244,615
Science	190,860	268,384
Engineering	191,928	303,435
Agriculture	162,153	247,417
2 M.A.		
Arts	189,845	272,804
Science	271,577	389,384
Engineering	306,374	353,183
Agriculture	214,756	304,746
3 Ph.D.		
Arts	244,583	337,735
Science	322,615	418,600
Engineering	313,247	429,459
Agriculture	260,866	371,950
4 Professional Degrees		
Architecture	409,126	636,740
Dentistry	355,880	499,032
Law	372,204	629,867
Medicine		
(a) Gen. Prac.	380,705	680,580
(b) Med. Specialty	458,018	875,847
(c) Surg. Specialty	521,120	1,001,829

Source: Table 3 from *Health Services, Volume 3 of the Task Force Reports on the Cost of Health Services in Canada*. Published under the authority of the Honourable John C. Munro, P.C., M.P., Minister of National Health and Welfare.

*See David A. Dodge and David A. A. Stager, "Returns to Graduate Study in Science, Engineering and Business", *Working Paper*, Institute for Quantitative Analysis of Social and Economic Policy, University of Toronto, 1970.

a matter of dispute. That there appears to be correlation between the levels of education and economic growth (or more accurately, industrialization) is obvious. The distinction between education as a cause and education as a consequence of economic growth however, is less obvious. Moreover, even assuming some causal efficacy in the past, the same relationship may not hold in the future. Finally, it is also possible to view education—or at least misplaced manpower production—as a cause not of economic growth but of stagnation and of social disorder and retardation. It can hardly be argued that any kind of education, of no matter how many additional years, would be necessarily conducive to economic growth.

The Manpower Argument

Education is also often seen as an instrument of "manpower planning". The argument here rests on the assumption of a link between the future demands of the labour market and the products of the present educational system. Yet, this linkage is also hard to verify. One difficulty with a manpower-oriented educational system is that manpower planning is notoriously unreliable. This is no fault of those responsible for such planning; rather the trouble seems to lie in the very nature of manpower planning and in the difficulty of establishing any but the most tenuous links between educational requirements and future manpower needs. Certainly the rate of change that our society experienced since World War II would seem to indicate the unpredictable character of these changes, and there is no reason to assume that we are able to predict the occupational structure of our future society with any greater degree of success. It is generally agreed by most observers that the present generation of students will face a labour market made up of a majority of occupations that are presently unknown.

Assuming, however, that we could develop better economic and manpower planning skills—and there is definitely room for improvement here—how would these manpower needs be translated into educational requirements? Basically, the problem is how to develop our educational system in

such a way as to be able to provide both the immediate application of acquired knowledge and skills and, at the same time, prepare the individual for a lifetime of changes—including occupational changes. Moreover, suppose we ever solve this problem; another would still remain: how to translate that plan into reality. Experience indicates that the students base their future plans, especially educational ones, on current market conditions. Much better vocational and educational counselling would, of course, improve the situation—and we should do all to achieve such improvements—but it would not solve the problem.

Fundamentally, therefore, the case for closer coupling of manpower and educational requirements faces political and moral objections: an effective enforcement of such coupling would lead to stricter command-type economic planning and thus to much greater infringement of the individual's freedom of choice than most of us are willing to contemplate. In a sense, this aspect of education illuminates, as perhaps no other facet does, a basic dilemma of our present society. We desire to provide as much security for the individual as possible while, at the same time, refraining from encroaching upon his area of individual freedom and responsibility.

There are some specific areas in our educational system where this dilemma needs immediate attention. For example, should we allow an unlimited entry into some of our professional schools even though we already know that there is, or that there is about to be a surplus of manpower in this field—thereby expressing our faith both in the functioning of the market mechanism and in human rationality? Or should we impose limitations upon admissions and thus "save" the individual from himself and his possible mistakes?

But, assuming we do know what the term "surplus" means (it can mean merely a professional definition in order to safeguard income for the profession as a whole), should it be the government that "saves" the individual from his own inclinations and fulfilment? These are not trivial matters and they should be decided on a matter of principle first before we embark—willy-nilly—upon a course that can lead to some undesirable but predictable ends. For just as often as bad means corrupt good ends, so bad ends can be achieved by perfectly good means.

Certification

There already exists, on what seems a large enough scale, an example of what can happen when professional requirements—both in terms of manpower and qualifications—are being set by forces outside the market: the certification process. For many, if not most, professional organizations, post-secondary educational institutions serve as the first screening barrier for the entry into the profession. Even the most "general" or "liberal" undergraduate degrees—such as B.A. and B.Sc.—are, in effect, more vocationally oriented than either the mythology proclaims or its beneficiaries admit. In any case, there is an observable historical trend that shows how the various professions have over the years increased their educational requirements (i.e., number of years of schooling) as a precondition of entry into these professions. At times this increase is justified on the grounds that increased "professional quality" brings about returns in better professional services. Unfortunately, the "professional quality" is often defined and measured in terms of years spent at school.* The result is, of course, a vicious circle that permits the maintenance—or initiation—of high fees for professional services on the grounds of increased number of years spent at school—and the justification of additional years of schooling on the basis of prospective high income.

Certification, in fact, is probably one of the greatest causes of rigidity and inequality in education. It is therefore imperative that we take a new look at the need for and justification of certification and its coupling to education. On the one hand, certification is necessary in our society. It would be impossible to rely upon the individual good will of those who provide services and products not to short-change or harm their customers; or to expect society to leave its citizens unprotected. Yet, what society

**Cf. Report of the Committee on the Healing Arts:* "Throughout our investigation of the educational requirements for the various health groups reported in Volume 2, the Committee has been conscious of a persistent tendency for these requirements to increase . . . But sometimes, too, it was difficult to avoid the suspicion that these proposals [for increased educational requirements] could be attributed to the measures of prestige and exclusiveness higher educational attainments were expected to confer upon the members of the occupation concerned." Vol. 3, p. 94.

is unwilling to leave in the hands of individual providers of services and products, it often leaves in the hands of professional organizations representing the individual practitioners—presumably on the grounds that the judgment of quality of services can be provided only by the experts—and trusts their self-imposed ethics. But it is presently possible to separate the two basic reasons for certification—protection of the consumer and the necessary professional judgment to devise a policy that would accomplish both and to prevent any possible abuses.*

Finally, as large organizations, both private and public, become more prevalent in our society, the need for classification, and thus for certification, increases. Because this particular need of mass bureaucracies in mass society has not as yet been met satisfactorily, there is a temptation to use as a proxy the most convenient available paper certification: educational "achievements". The problems facing the post-secondary education system in the area of certification then are as follows: Should admission to professional schools in various individual disciplines be limited in accordance with the wishes of the related professional societies? Should educational requirements for entry to professions be as stringent as they are at present? Should we not strive towards greater occupational mobility by encouraging—or at least facilitating—lateral movements of students, rather than forcing them to "re-do" years of pre- and professional education that have often very little to do with the practice of the profession proper? Indeed, should educational institutions be divorced from the whole certification process?

Education and Social Justice

It is our impression that one of the main purposes of post-secondary education has been its use as an instrument of social justice. In particular, this use has been fostered by the notion of post-secondary education as an avenue of upward social mobility and equality. These two aims, though not identical, seem to have been pursued simultaneously, perhaps in the hope that they could be achieved simultaneously.

That education and educational achievements have been considered as avenues of social and financial advancement is indisputable; and, to a large extent, the record indicates correlation of educational achievements and improved socio-economic standing. As this became not only apparent, but also, more importantly, accepted as a desirable and efficient way of achieving social mobility, it also became apparent that social justice would demand equal access to such a social escalator. Or, simply, equality of educational opportunity became a social good both because education was considered a "good thing" and because it seemed only fair that all should have the same opportunity for social advancement. The result is that one of the chief challenges facing post-secondary education is universal accessibility—a challenge that can be met only if we are clear as to why it has been posed.

Universality of accessibility does not, of course, mean that everybody will or must continue after graduation from high school. What it does mean, however, is that all those who are able, can profit from, and wish to have post-secondary education and training, should have access to such institutions. In turn this gives rise to two additional and important problems: 1. If the aim is affording each individual such access, how long—for how many years—should this claim on public funds last? 2. Does universal accessibility also imply not only access to a post-secondary institution but also to any programme that the student wishes to pursue? Both of these aspects of universality call for closer examination.

As has already been mentioned, the present system of government financing is often justified in terms of economic and social benefits. It also tends to support more heavily

those whose post-graduate training will bring in the greatest individual returns. On the one hand, there is no doubt much of this support is due to other social needs: for example, if society needs more doctors then it may seem reasonable to favour medical schools and support medical education to a greater extent than, let us say, archaeological training. On the other hand, it is equally clear that the prospective doctor's benefit from such support is also much greater than that of any other profession. The first problem then appears to be balancing the value one places on equality of treatment with that of the contribution that one believes doctors make to better public health.

Other problems, however, will still remain. One is the question of selection: if we wish to support all students to the limit of their ability in acquiring knowledge and skills, we must determine these limits and provide for the necessary programmes in our institutions. How can we do this? Universal accessibility obviously cannot mean universal transferability—either of skills or knowledge. At the same time, as recent U.S. studies show, it is not at all clear that academic achievement—as expressed in school years or marks—is the only reliable or even desirable indicator of such selection. Another problem is raised by the possible conflict between the individual's choice of programme and the needs of society. Since most students plan their studies on the basis of the current labour market should public support for these students and programmes be forthcoming even in cases where it is clear that the future occupational structure will be unsatisfactorily influenced by such personal decisions? Perhaps the whole view of education as an instrument of social justice should be re-examined. In many ways one could argue that taxation and other fiscal measures are more appropriate instruments for distribution and redistribution of income. At the same time doubts are also raised whether education, in fact, accomplishes such distributive functions; whether it is not merely aiding the middle class to stay the middle class (that is, hampering rather than helping social mobility). In any case, it is arguable whether academic and professional qualifications should be used as a screening mechanism for social mobility.

*There have been two recent Reports dealing with these issues; *Report Number One of the Royal Commission Inquiry into Civil Rights and the Report of the Committee on the Healing Arts*. Both Reports stress that "the granting of self-government is a delegation of legislative and judiciary functions and can only be justified as a safeguard to the public interest." (*The Royal Commission*, Vol. 3, p. 1162; see also the Committee's Report, Vol. 3, p. 51.) Both Reports also were unhappy with the present structure and recommended changes. The Committee also found that "the history of the regulatory bodies in Ontario abounds in decisions, policies and regulations of a truly or apparently restrictive practice nature. Our examination of the practices of the profession discloses an inclination on the part of the statutory governing body to see itself as the defender of the interests of its members . . ." Vol. 3, p. 43.

The Example of the U.S.A.

The example of the United States is, of course, another influence on post-secondary education in Canada and in Ontario. It is not unusual to see American social and political justifications for education and research policies adopted in Canada (e.g., race with Soviet Union, economic returns to education, "more is better", etc.).*

Undoubtedly much of this influence is due to the cultural and economic similarities and ties of the two countries. In any case, the common belief that Canada has experienced many of the same educational developments as the United States is largely correct. Indeed, often merely the argument that the United States was doing it was sufficient. The implication is either that we had to do the same or that we could not afford not to do the same.

Yet there are distinct differences of structure, administration and policies of post-secondary education between the two countries. In the first place, Canada, and Ontario, do not have the great privately-endowed institutions of higher education that the United States has. Our post-secondary

educational system is overwhelmingly public. Secondly, our governmental structure and styles are different. The cabinet-parliamentary form of government demands different kinds of administrative structure and distribution of power from those of the congressional type. When we talk of control and jurisdiction of governmental bodies in and over post-secondary education, this difference cannot be ignored. Structural differences impose different styles both on those who are participants and those who must plead their cases in the political forum. In addition, while both countries have federal structures, the nature of the respective federalism and the nuances within it differ (e.g., the United States federal government has been both much more prominent and purposeful in the fields of education and research than its Canadian counterpart). As a result of these institutional differences, especially in recent years, the policies of the two countries vis-à-vis post-secondary education have differed.

The similarities and differences offer grounds both for despair and hope. In some cases, it seems reasonably clear that the United States' example is being imitated in Canada insofar as the essential character of

the universities is concerned. And while Clark Kerr's "multiversity" is still a rare reality its embryo can be seen developing in our own universities. Perhaps the fragmentation of university functions, and the artificial and mechanical character of their existence, merely reflects the modern age of which the United States is the vanguard and perhaps, therefore, there is little that the post-secondary educational system can do about it. But perhaps also we can learn from the United States and avoid some of their less desirable tendencies. In any case, because of the very fact that we have only a public sector, the saving aspect of the American educational system—i.e. diversity—may be harder to attain. Our challenge, therefore, springs from a paradox: on the one hand, our system may incorporate, if we are not careful, not only those undesirable elements that we witness in the U.S. public systems, but because we do not have some of their centrifugal influences (private schools, separation of power, etc.) may be much worse in total impact. On the other hand our single public structure allows us to initiate consciously policies and institutions that can safeguard us from the defects of the American developments.

*Although written only five years ago, the following quotations from the Bladen Report are a good illustration of such quickly shifting justification: "In Canada the influence of the United States is felt through close association, and high level pronouncements reinforce that influence. President Kennedy's message to Congress in 1963 struck a responsive chord: This nation is committed to greater advancement in economic growth; and recent research has shown that one of the most beneficial of all such investments is education, accounting for some 40 percent of the nation's growth and productivity in recent years. In the new age of science and space, improved education is essential to give meaning to our national purpose and power. It requires skilled manpower and brainpower to match the power of totalitarian discipline. It requires a scientific effort which demonstrates the superiority of freedom. And it requires an electorate in every state with sufficiently broad horizons and sufficient maturity of judgment to guide this nation safely through whatever lies ahead."

President Johnson's education message to Congress in 1965 was almost as exciting to Canadians as to Americans, for it indicated the scale of aid to education which any country that hoped to compete with the United States in the modern world must be prepared to undertake. "In the United States federal support for higher education has been justified, in part,

by its contribution to national security as well as national wealth. This policy is declared in section 101 of the National Defense Education Act as amended in 1963: The Congress hereby finds and declares that the security of the Nation requires the fullest development of the mental resources and technical skills of its young men and women. The present emergency demands that additional and more adequate educational opportunities be made available. The defense of this Nation depends upon the mastery of modern techniques developed from complex scientific principles. It depends as well upon the discovery and development of new principles, new techniques, and new knowledge. We must increase our efforts to identify and educate more of the talent of our Nation. This requires programs that will give assurance that no student of ability will be denied an opportunity for higher education because of financial need; will correct as rapidly as possible the existing imbalances in our educational programs which have led to an insufficient proportion of our population educated in science, mathematics, and modern foreign languages and trained in technology. Canadians identify themselves with these aims and share them enthusiastically." *Financing Higher Education in Canada*, being the Report of a Commission to the Association of Universities and Colleges of Canada, published for the A.U.C.C., University of Toronto Press and Les Presses de l'Université Laval, 1965.

The Traditional Functions

So far we have not said much about the traditional purposes of education in general and post-secondary education in particular. One reason for this apparent neglect has been our intention not to elaborate on the obvious. Rather we hoped to draw attention to the ramifications that changes in the enlargement of all the functions have brought about. What qualitative changes in the aims of post-secondary education, for example, take place when the institutions accommodate the majority of young people in their age group and all their multifarious demands? To put it more directly, it may well be that while the role of post-secondary education remains much the same in terms of services provided—the purpose and effects of this role when exposed to mass clientele become different. Thus the institutions may keep transmitting and increasing knowledge but the very fact that those to whom the transmission is

being conducted—and with whom new knowledge is being created—form now much greater numbers, changes the *effects* (social effects, to be more precise) of these activities.

It may be that some of the old functions simply cannot be performed—or at least performed in the same way—under the new circumstances. Consequently one can ask the following questions: Is research—given its present scope and definition—really as essential a part of all university and college education as it was a few years ago—and is still proclaimed to be? Are all our post-secondary institutions teaching places? How valid are the calls for the safeguard of academic standards through enrolment limitations? Are we really so certain that current selection mechanisms are able to accomplish even our traditional functions? Or are we, simply, repeating the same slogans that opponents of universal secondary education mouthed only a few decades ago?

Measurements

Closely associated with the problems of delineation of functions, both old and new, is the question of educational

outputs. The problem is as tough to solve as it is simple to state: we do not know what we are “producing” because we do not know how to measure it. There is a tendency on the part of all service industries paid for through taxation (medical services, governmental services, education—to cite but the most obvious ones) to identify “inputs” with “outputs”—to use the current jargon. In simple terms it merely means that, in the case of education, we are inclined to measure the efficiency and effectiveness of our schools by the number of students and the number of years the students spend in them. The result is that instead of measuring the functioning of our schools, how well they have *achieved* their goals, we substitute measurements of their *activities*. To compound the difficulty, *more* years of education are identified with *better* education.

This is not a call for some simplistic identification of educational “production” or “productivity” with financial or economic indicators or even with some simple educational statistics. Rather, and just as in governmental and health services, we perceive a need to try to identify both the purposes of our activities and ways of

ascertaining how these purposes are achieved. What is the reason for the prevalence of the four year degree course? Or, to cite another aspect of the same problem, why are we so loath to assume that one of the main functions of our post-secondary institutions may be custodial—an assumption we readily grant to primary and secondary school systems but are unwilling even to acknowledge at higher levels?

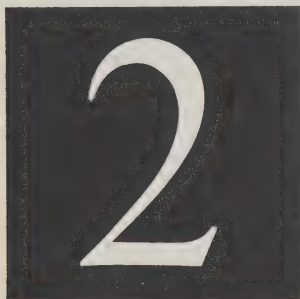
Perhaps none of the above problems are susceptible to definite solutions, perhaps they are insoluble. Yet, the very fact that they are being posed—not only by us but by now throughout the western world—underlies the social importance of post-secondary education. And it is this very social importance that demands public discussion. For even if solutions prove elusive, our common search will have clarified our purposes and, hopefully, have brought about better public understanding—an indispensable foundation for the support that post-secondary education has already received and expects to receive from the people of Ontario.

Labour-Intensive

There are some characteristics basic to the economics of higher education. One is the labour-intensive character of education. Like most other undertakings of social service—such as health care, governmental services and the like—education seems to depend upon the personal contact among those engaged in it. This means that the technological advances that allowed substitution of machinery for labour in other sectors of the economy have not been applied in education—nor are they likely to be applied for as long as we continue to define our educational efforts in terms of personal relations. But if this is so, then the economic implications of these labour-intensive efforts must be recognized—i.e., that there is not a great likelihood of increased productivity in education. Consequently, it must be also recognized that the cost of education is bound to rise—even if the labour-intensive sector does not receive any more than the average increase in the productivity of the economy as a whole. For as long as the productivity of labour

in education remains the same, and while the rest of the economy increases productivity, even attempts to keep those engaged in the educational enterprise at the same relative level of standards of living will increase the cost of education.* Indeed, “. . . in every industry in which increases in productivity come more slowly than in the economy as a whole, costs per unit of product must be expected to increase relative to costs in general. Any product of this kind—whether it be a hair-cut, a custom prepared meal, a performance of a symphonic concert, or the education of a graduate student—is bound to become even more expensive relative to other

*This argument was originally developed by W. J. Baumol and W. G. Bowen, in *Performing Arts: The Economic Dilemma*, Twentieth Century Fund, New York, 1966, especially Chapter 7, pp. 161 ff., and applied to education by William G. Bowen in *The Economics of the Major Private Universities*, Carnegie Commission on Higher Education, 1968. See especially pp. 13 ff.



In the previous section we have already indicated the increased share the public has assumed of the financing of post-secondary education; the increased proportion of the provincial budget and product that is being devoted to this purpose (see Tables III and IV). We have cited some projections about future trends in these areas. In this section we would like to address ourselves to some of the problems associated with the economics and financing of post-secondary education.

things.”* This argument, in its pure form, assumes that the conditions that now prevail in our educational organizations and structures both fulfil the essential element of educational needs and are not likely to be affected by future technological developments. And nobody, of course, will maintain that there is no room for improvement. Given the widespread dissatisfaction exactly with the increasing absence of the human element in our educational systems, it may, in fact, be questioned whether the very goals and nature of our educational institutions have not been, or are not being, subverted. Yet, it is this very definition of ideal educational process in human terms and relationships that is exerting the extraordinary and built-in upward pressure on costs. It may well be, therefore, that one of the prime objectives of society and the educational community should be in the re-examination of this definition. Perhaps there is a way to identify and separate the necessary human element from some of the other elements that go into our educational process. We certainly know that there are two distinct parts to education: a cognitive part that “includes those objectives which deal with the recall or recognition of knowledge and the development of intellectual abilities and skills;” and an affective part which “describes changes in interest, attitudes, and values, and the development of appreciations and adequate adjustment.”** At the very least, an effort should be made to separate—for analytical purposes—our educational goals (or outputs) from our educational processes. At present, as we have already indicated, there is only too great a

temptation to identify—and thus to confuse—our goals with our processes.

Let us, however, suppose that while we may not have achieved the best of all possible ends and means of education, we are not doing too badly (that is, so to speak, that society is reasonably happy with the fruits of its labour and merely wishes to increase its yield). Where, then, are the fields that can be improved to give higher yield, without changing the fruit they bear? There are, we think, two aspects of this problem: one lies in the implications of introducing technological tools into education thus increasing productivity; the other is the degree to which present institutional and professional structures and practices prevent improvement in productivity.

Technology and Education

There is, of course, no neat way to separate technological tools (such as TV, computer assisted instruction (CAI), etc.) from the content of education. Nor are we very clear about the implications that the use of new techniques may have for our educational ends. We are also aware of the temptation and fascination that electronic gadgetry has for those who are incompetent in both education and the gadgetry. There are, alas, too many cases where this fascination produces a hypnotic state of mind and of budgets—without any corresponding benefits to students.

It is, therefore, advisable to be clear about the implications of technological advances. In economic terms, some of the following observations are likely to be significant.

First of all, in the case of TV, a much better definition of the type and character of educational programmes will be necessary. Obviously, simple filmed lectures are failures. Secondly, it should be realized that while the use of TV may bring about potential *future savings in operational grants*, these savings are likely to be purchased at a *high current capital cost*. Thirdly, it is not at all clear that the highest unit cost educational programmes will benefit from an increased use of TV or other technical tools. Graduate, professional and some technical training—as presently defined—are the highest users of labour. Consequently the introduction of such technologies has to be

measured not against the total cost of education, but against those programmes that already have the lowest unit cost (e.g. large scale classes in undergraduate arts and science) and here it may be cheaper to have a living professor rather than one in living colour in front of the class. Finally there is the real possibility that any advances in these areas will not be used as *substitutes* but as *additions* to costs. As such they may be viewed as improvements on the quality and effectiveness of education but purchased at increases in the unit costs. And given our assumption of “best of all possible worlds” we also have to assume the present institutional and professional arrangements—arrangements that have not so far displayed any great proclivity towards creative innovations.

Structural Problems

Indeed, it may well be the critical examination of current organizational and professional structures that would provide the most productive aspect of our search for economies in education. The question here is whether our institutional and professional arrangements, as they now exist, fulfil their proper tasks and are flexible enough to accommodate the necessary changes. More specifically, one could ask what are the rigidities within the system that resist change. For example, the professional education and training that is now being pursued at our post-secondary institutions is influenced—if not outright determined—by outside professional associations. It is not always apparent that this arrangement leads to the most economical use of educational resources. Often, even if the educational institutions would like to initiate changes in their curriculum, they are deterred from doing so by fears, either real or imaginary, of prejudicing the employment opportunities of their students.

In addition, there are some inherent rigidities within the institutions themselves. Thus university professors, as members of their profession and as members of the self-governing academic community, in fact determine their own conditions of employment. As a result—and again not unlike some other professions—the definition of what constitutes “work” is left in the hands of those who are employed by the institution. In particular, this is apparent in two areas: teaching

*William G. Bowen, *op. cit.*, p. 16. And he draws another interesting corollary to this fundamental point: “That is, the faster the overall pace of technological progress and capital accumulation, the greater will be the increase in the general wage level, and the greater will be the upward pressure on costs in industries in which productivity is more or less stationary.” *Loc. Cit.* This argument, however, seems to imply that no portion of the increased productivity in those industries that experience technological progress and capital accumulation is attributable to the barbers, chefs, musicians and graduate students. It is not inconceivable that, viewed as a whole, the existence of this “unproductive” sector in our society does not only add to the pleasure of life but is also essential to the increases in productivity in the rest of the economy.

**Benjamin S. Bloom, ed., *Taxonomy of Educational Objectives*, David McKay Co., New York, N.Y., 1969, Vol. I, p. 7.

loads and research. When professors "negotiate" (bargain, discuss) their salaries with institutional representatives—be they the administration or members of the Board of Governors—it is always only in terms of how much more salary and fringe benefits they will receive. Seldom, if ever, is there negotiation about the performance of the professors. This is assumed to be an academic matter and thus in the hands of the academicians alone or in combination with the academic administrators. If, as it is often argued, to be a professor means to be engaged in teaching and research, then it is the professors themselves who decide what this means (e.g., what is the "correct" proportion between teaching and research). The result, over the past number of years, has been the lowering of teaching loads for faculty members and an increase in the allotment of time to research.

Other professions, of course, also leave the "conditions of employment" either in the hands of their professional organizations or individual members. The difficulty with professors—as, indeed, it is becoming clear with other professions similarly funded—is that they are *salaried* professionals. Hence even the restraining element of fees based on services is absent—and the public has to assume that the salaries are commensurate with the services. This may or may not be the case. For example, it may lead to the following absurdity: because the professors define their profession as part teaching, part research, and because their *numbers* depend on the numbers of students, we are faced with a deterministic relationship between research and the number of students. Even if one assumed that all research is good (or at least equally good) it seems inappropriate to have research efforts determined by the number of student. And, of course, it is this rigidity in the definition of a "professor" (and behind it, in the definition of all Ontario universities as equal institutions) that magnifies the labour-intensive cost structure spoken of previously. Under these conditions it is not reasonable to expect an eager adoption of labour saving devices.

Another inherent institutional rigidity is the usual definition of a degree programme and the concomitant tendency towards proliferation of course offerings. There is a bewildering array of programmes and courses offered in our post-secondary

institutions. It is often very difficult to discover the rationale behind the course and time requirements of degrees and diplomas. Why is it necessary to assume that the degree or programme in all disciplines and subjects must take an identical period of time? Why is it that a degree or diploma in one discipline can be obtained from a menu of x number of courses while in other disciplines it takes only one-half of x or $2x$? Why, indeed, is the same degree or diploma obtained by a choice of different kinds and numbers of courses in different institutions? The reason why we ask these questions is not in order to criticize the diversity, but to point out how difficult it is to explain the multitudes of functions and purposes by one educational or philosophical justification.*

It is debatable whether the educational world was ever so simple that it could be explained in terms of a single educational philosophy alone. Yet, one is under the impression that university and professional education—and that was practically the whole field—did share many common assumptions and aims. Whether we can recapture or recreate this sense of common purpose is not certain. It is, however, one of the chief pre-occupations of the Commission and, in particular, two of its Committees (those on Aims and Objectives and on Learning and Teaching) at least to attempt such a task. It is our

intention to share the result of the work of these two Committees with the public in the near future.

A final, large component part of cost that springs from rigidities is research. We have already pointed out how the amount of research that is being pursued is largely determined by the number of students and by the job definition of a professor. In Canada, the total cost involved in this rigidity is hidden from the public view due to the way we finance our research.

The Federal Government and its agencies support research by providing direct grants to researchers. But because practically all non-governmental and non-industrial research is being carried out at the post-secondary institution, the provinces pay for that portion of research support which the researchers need in terms of time and indirect, overhead costs. What that proportion of the indirect cost amounts to is not clear, but speculations range from 35% to 200% of the direct grant.*

From the economic point of view, this situation is less than desirable for a number of reasons. First of all, such an arrangement hides the *total* cost of research. Secondly, as with all cost-sharing arrangements, it obscures responsibility and accountability not only for the *kind* of research but also for the efficiency with which that research is being carried out. Finally, the internal allocation of funds makes accountability by the institution to governmental authorities, and thus to the public, difficult. The chief obstacle here is the mixed nature of university employment: teaching and research (and/or supervision of research), it is maintained, are indissolubly mixed in the academic profession. It is an arguable position. It seems to presuppose certain uniformity of function and services of the universities and thus of conditions of employment. Yet, it is plausible to envision a spectrum of post-secondary institutions ranging from purely teaching kinds to purely research-oriented organizations. Obviously, in such a system, the employment conditions would differ—and differ on the basis of separation of their teaching and research functions. It is possible that it is the undiffer-

*"The crucial issue is the character of the curriculum. What, one asks, is it meant to accomplish? Who is it for? Because education is necessarily a process in which older people instruct the young, there is a tendency for education to hanker after the past. In universities, this means that an influential part of the modern university's intellectual force is dedicated to the view that the best teachers are scholars - and that the best scholars are also good teachers - and also to the belief that all students should hanker after being scholars. Only a little reflection will show that this is a passing fancy. No medieval university would have fallen for such conceit. The monks seem to have been quite happy training soldiers. Only in the comparatively recent past have so many teachers been needed that universities were able to pretend again that all students would eventually earn a living teaching other students. The result is that the great flowering of modern scholarship which more and better people have made possible has been accompanied by an excess of dullness and a sense of isolation. The problem now is to find more useful things to teach, not necessarily to promote a juvenile version of grown-up research." *Nature*, Vol. 227, July 26, 1970, editorial.

**The University, Society and Government; The Report of the Commission on the Relations Between Universities and Governments, The University of Ottawa Press, Ottawa, 1970, pp. 168 ff.*

entiated classification of our Ontario universities that obscures the real division of graduate and undergraduate education—and the resulting economic implications. For it seems to be the graduate school that is expensive, not the undergraduate programmes. 25.7% (\$77,904,846 in 1969-70) of the basic operating income of the universities was generated by 11.4% of the student body—the 12,000 graduate students.*

Colleges of Applied Arts and Technology

Much of the above observation does not apply to community colleges. As we understand it, it was the intention of the planners of the community colleges to fill the need for specifically non-university post-secondary type of education closely linked to the community and without regard for the traditional academic accoutrement. We shall ask later some questions about these aims and their realization; right now our concern is with the economic aspect of the community colleges and here we would like to point out a fallacy in a frequently unexpressed assumption about the costs of programmes in the community college—i.e., technical education or, even more generally, non-university education is cheaper than that provided by the universities. Often, regrettably, this assumption is a reflection of another assumption about the community colleges: that they are inferior educational institutions (and hence, presumably have lower unit costs). Both of these assumptions are wrong. There is, of course, no reason to view the community colleges as inferior. And there is a good deal of evidence to suggest that many of their programmes are no less expensive than the comparable years at a university. There is no reason why they should be less expensive: the technical equipment and the individualized attention required by many of the community college programmes fully justify such expenditures. It is, after all, hard to see how heavily capitalized and mechanized industries could use students from backward schools. To

consider, therefore, education in community colleges as an inferior or less costly alternative is not only to misjudge their costs, but to miss the main thrust and importance of the concept as well.

The Question of Size

One economic problem facing all institutions of post-secondary education is the question of size. How large must a college or university be in order to be able to offer all the services and programmes necessary to fulfil its mission at a reasonable unit cost? Undoubtedly, the effects of economies of size have to be taken into consideration; the more so as the students, their parents, as well as the employees, expect the institutions to provide not only the benefits of an intimate college but also the services of a large-scale organization. Assuming these demands to be educationally and socially justifiable, what must the minimum size of the institution be in order to provide them at reasonable cost? Again, this is not a call for a search for "the optimum" size of institution—experience would seem to indicate such a search to be futile—but to draw attention to the very important relationship between size and the cost of services.

A problem closely allied to the question of the institutional size is the total demand made on the post-secondary educational system of the province. Here the answer depends on the demographic prospect. And while population projections are always subject to dispute, we believe that those provided in Table II are sufficiently accurate to warn us about the forthcoming decline in the rates of growth and, later, in the absolute numbers for possible school population. Indeed, it could be that no new institutions will be necessary to accommodate Ontario's educational needs in the foreseeable future.

Students' Share of Cost

An aspect of educational cost that is often overlooked is the portion that students contribute to their education. In the most immediate sense, this means the fees and direct outlay that students and/or their parents incur when attending school. As a share of

the total direct cost, this contribution, as we have shown, has been declining. A larger element in the students' cost is their foregone earnings. It has been calculated that this portion of cost exceeds that of the "direct" expenditures by the public.*

In a strict economic sense there is undoubtedly much force in including the foregone earnings as part of the cost—especially when one wishes to view expenditures on education as investment. Calculations so based will, by necessity, show that the "rate of return" on such investments is much lower than is usually assumed.* Moreover, if we are really interested in the economic benefit—i.e., some measurable return on expenditure—the foregone earnings cannot be ignored, if only to achieve a better picture of the economics of education. Finally, and partly as a result of our disregard of this cost, we tend to maximize (i.e., economize) the wrong kind of savings: by considering students' time as "free" we often sacrifice it—squander it—in order to achieve economies of other, less valuable, cost elements.

The consideration of students' foregone earnings, therefore, is an important element in the appreciation of the total cost of education. And yet it seems slightly artificial. There is a suspicion that to speak of foregone earnings as costs is to imply some deprivation on the part of the students. This is hardly the case. Neither in their style of living, nor in the immediate benefits received, do students appear to suffer. While on strictly technical grounds this consideration does not alter the case, it does baffle common sense.

"Consumption" or "Investment"?

It may well be that the source of the confusion lies not in how we arrive at the cost of education, but how we view that cost. If, as has been the fashion for the past ten to fifteen years, education is considered an

*This amount does not include either extra-formula support or direct support of research.

*cf. H. R. Bowen, *The Finance of Higher Education*, Carnegie Commission on Higher Education, Berkeley, California, 1968, p. 7.

*David A. Dodge, and David A. A. Stager, *op. cit.*

"investment" then the total costs become very relevant.* If, however, education is considered as "consumption" then perhaps the students' share is less important. This division of educational costs into "investment" and "consumption" introduces an element of spurious clarity into very murky reality. Moreover, the words carry ideological and moral overtones ("investment is good", "consumption is bad"); therefore, the public ought to subsidize "investment" and ignore "consumption"), that may be more dangerous to clear thinking than the apparent technical precision of a jargon. Finally, it tends to force any public discussion about the merits of post-secondary education into a narrow channel and precludes the consideration of other issues (largely, we suspect, again due to the apparent "concreteness" and clarity of the terms used).

Financing: Who Pays For What?

The need for broader consideration is nowhere more apparent than in a discussion of the financing of post-secondary education. Indeed, here the danger is the exact opposite: to give way to the temptation of meaningless generalizations. We would, therefore, like to pose only two questions: 1. how should the burden

*A good illustration of this is the following statement from the Parent report: "A significant conference held at Bellagio, Italy, in 1960, faced the following conclusion: *Hence the development of education is partly the consequence of society's growing wealth. The increased product of an expanding economy makes possible the development of education by making the necessary resources available. Yet, education is at the same time an essential factor of economic development. Until the present education has above all been viewed as chargeable to consumption. In the future it must above all be regarded as an investment.*"

Here is a complete change in point of view. Technological society, by its very nature, will require large sums for educational purposes; these, however, are investments rather than expenditures. For education will be a condition of the progress and survival of any country." *Report of the Royal Commission of Inquiry on Education in the Province of Quebec*, Government of the Province of Quebec, 1963. Vol. 1, pp. 63-64, citing from *Certain Economic Aspects of the Development of Education in Europe*, International Universities Offices, Paris, 1961, p. 11.

of the financing of post-secondary education be shared—i.e., how much of it should be paid by the government and how much by the individual; and 2. how should the distribution of the burden be administered—that is, in the case of the public's share, should it be channelled through institutions or through students?

Level of Support

Another question ought to be asked: what level of support (expenditure, cost) should our society provide for post-secondary education? We have postponed posing this question for a number of reasons. First, and in spite of all claims to the contrary, we believe that the basic issues facing post-secondary education in Ontario are not financial, though they certainly have financial implications. Rather, it seems imperative to us that the debate should centre on the functions and performances of our post-secondary institutions—where the problems lie. Secondly, projections of total costs always hide the assumptions upon which they are based and that almost invariably means the acceptance of the present *status quo*. Undoubtedly, a "present-state-projected" type of prognostication is a plausible scenario for the future. Indeed, it may, in the end, turn out to be the most compelling one. But even so, the justification should be re-examined. Thirdly, it is exactly in the area of predicting "levels of support necessary for . . ." that mythologies and monies mix most easily. We wish to avoid the danger at present. Finally, it seems possible that the best way of approaching the desired level of support is through analysis of who should pay for it—regardless of the amounts. Consequently, we have postponed the question of absolute levels for later discussion.

Basically there are only two possible directions that financing of post-secondary education can take: either the students (and/or their parents) assume a greater proportion of the cost of their education or the state continues expanding its contribution. Theoretically, such direction could lead to the total transfer of costs either to the students or to the state. In practice, of course, neither of these directions is likely to be pursued to its logical conclusion.* Yet unless we discover some principles, some reason for division of costs, our

attempts to find a sound scheme of financing will be futile. In order to do so, we have to consider the implications of the two possible directions.

Should Students Pay More?

Shifting the burden of cost to students has many attractions. Much of the mythology that surrounds post-secondary education would be exposed to the harsh realities of the marketplace: the monetary and prestige returns would now be purchased at the student's own cost; the institutions would be forced to charge to educational services only those functions indispensable to that service—that is, resolving in practice the all but rhetorically insoluble problem of balancing research and education; it would give both the students and the institutions powerful incentives to be "relevant" to the needs of the students and, thus, perhaps to society; and, it would help us to discover the real cost of education—together, perhaps, with some real checks on these costs.*

Combined with a scheme to subsidize those whose income (or parental income) justifies subsidies, such a shift in burden could be attractive also on the grounds of equity. As it is, we are not yet certain whether the middle and upper income groups do or do not reap an unwarranted advantage for their children through the present form of financing. Put more positively, it is plausible to argue that while we now support those who have achieved most academically, we are ignoring at least some of those who would possibly benefit most from further education. Since academic performance is often a reflection of socio-economic background, such differentiation has

*Interestingly, it is less "extreme" to think of the state as the sole bearer of costs than the alternative possibility.

*All this, of course, assumes many things. For one, it assumes that the institutions would not form some kind of a cartel and charge monopoly prices or at least exercise some form of "price leadership" policy. Since they already possess such a monopoly in academic degrees, diplomas and certificates, it is not inconceivable that they would be tempted to exploit such an advantage.

obvious class implications.

In this connection, it is worthwhile to recall that it has been only recently that we have begun to support students on the basis of financial need (bursaries, loans, grants), rather more than on the grounds of their academic merit (scholarships and fellowships). Indeed, it has been the Recognition and declared policy of the Ontario Government that all qualified students should find places in post-secondary educational institutions that has led to the vast increase in the governmental share of costs. And given the investment already made, it is dubious that any extensive shift in the burden of costs will occur—if for no other reason than that government is unlikely to hand over its investment without strings attached, or, for that matter, that it even could or should do so.

Should the Taxpayer Pay More?

If anything, therefore, there seems to be more reason to assume that the state will continue to provide resources for post-secondary education. Whether these should be provided at an increased rate and cover an increasingly large proportion of the cost, is another matter. It is worthwhile, before answering this question, to pause and reflect on the reasons for employing the services of the state in other areas. For example, it is clear that in some fields, such as administration of justice, defence, and collection of taxes, there are no alternatives to the state. In other areas, while there may conceivably be alternatives, we have decided, as a matter of public policy, that the state should perform the task: highways, primary and secondary education, are illustrations of these areas. These fields are occupied by the state on the grounds of indispensability to the welfare of society. Finally, the state becomes directly involved in areas where notions of social justice demand such participation: medicare and pensions, fall into this category. These categories expanded, we suspect, largely as a result of a shift in public philosophy: the state ceased to be viewed merely as a necessary evil and began to be looked upon as an essential instrument in the pursuit of positive social goals. Undoubtedly, many benefits accrued both to society and to the individual from such a

shift. And yet, suspicions prevail—or are beginning to be rekindled—that if the old view of the state's activities was unacceptable, our all too eager embracing of the state as a saviour is also full of pitfalls.

The moot question about the financing of post-secondary education, therefore, is whether a shift toward still greater participation of the government would lead to some of the undesirable consequences of public enterprises. Furthermore, given the inevitability of such participation, how can we minimize such risks without, at the same time, obviating the reasons for state intervention? The difficulty lies in reconciling the various conflicting pressures implied within such scope. Almost certainly, no single and simple scheme of financing is likely to be applicable to the whole spectrum of post-secondary education. What follows, therefore, is exploration of alternative policies that could be employed both to increase the financial participation of the student in his education and to minimize the bureaucratic dangers.

Definition of Costs

There are two main aspects of the problem at hand: one is the question of what kind of costs we are trying to attribute to the student and, if we wish to help him to meet these costs, on what basis will we do so. The total cost of education to a student can be broken down into three components: one is the cost of fees, books and equipment; second is the cost of living while attending school; and third is the cost of the educational and social services that the school provides (fees, of course, can be viewed merely as that part of these costs that are being passed on to the student). In the past, it has been assumed that the total cost of attendance at a post-secondary institution should be borne by the student and/or the parents. Progressively, however, the component parts have been separated and their costs distributed between the student and the taxpayer. By now the state covers by far the greatest portion of the educational and social services costs (through operational and capital grants) and it is increasing its contribution to the other cost (through holding fees down and by providing subsidized loans and bursaries to the students).

Public Nature of Education

The absorption of the educational and social services cost at the post-secondary level by the state follows, more or less, the philosophy that underlies the provision of similar services at the primary and secondary school levels: the services are provided by the state but the upkeep of the children is the responsibility of the parents. Due to the differences in the age of students, location of the institution, and tradition, however, parental support of students at post-secondary institutions is deemed insufficient and/or undesirable. Consequently, the taxpayer is being increasingly pressured to provide either direct assistance to students to cover their living expenses or to subsidize loan schemes.* Whether the difference in the age of students justifies such pressure is arguable. If anything, the age factor should lead to exactly the opposite conclusion: if a person is an adult, he should have the responsibilities of an adult. And if so, then geographic accessibility should not play a greater role either. This leaves tradition as the only argument for such support. The main ingredient here is the inherited assumption that students are different, and ought to be treated differently, from other young people of the same age. This tradition is, in a most blatant way, a remnant of an aristocratic and elitist society. It is difficult to see how a democratic society can accept this special subsidy to a group of people who, by all other indications, are already the beneficiaries of above average income parents, generally of better social and cultural environment, and with better future prospects than most of those who do not attend a post-secondary institution. If therefore, we assume free and easily available educational services at a tertiary school level, should the support of the cost of living while going to school be left to the individual and his parents?

*The analogy between post-secondary education and elementary and high school levels may be contested (university attendance is still considered a "privilege" by some; others argue that the qualitative differences are too great to make this analogy, etc.) but surely the overriding characteristic is the public nature of our post-secondary system. We are, in effect, dealing with a tertiary level of public education.

Equality of Opportunity

The mere availability of educational resources does not guarantee equality of opportunity: the socio-economic position of the parents determines much more, to the point of even entertaining the idea of going to a post-secondary institution. Hence, it is argued, the state should provide additional incentives and support for those with less favoured backgrounds. Here, we are back to the notion discussed earlier: the propriety of the educational system as an instrument of social justice.* There may be other, more appropriate instruments by which our social goals may be attained. Moreover, it is open to question, given the age and, increasingly now, the marital status of the student, whether parental income or capital holding should be of consideration. But if it is considered, then we should be prepared to utilize some form of means test that would ascertain the true socio-economic position of the parent.

The most serious drawback of this scheme is that it does not take into account the various lengths of post-secondary schooling demanded by different professions and vocations and thus of the different costs. Moreover, both length and cost are greatest in professions with the highest incomes. It would, then, seem sensible to contemplate two possible alternatives: one, to limit the free, public supported educational services to a pre-determined number of years—that is, in effect, prolong the opportunity for universal public education by, say, two or three years* and then charge the full cost to the users for additional years; or two, to charge the full cost of post-secondary education to students from the very beginning.

Obviously, such transfer of costs could not be accomplished without accompanying schemes to satisfy other social values, in particular, equality of opportunity. A number of schemes have been recently suggested that would link loans for students to their

future incomes, thus accommodating both our desires for equality of opportunity and for an equitable distribution of costs. Basically, the idea is to establish a system of loans that would be available to students and repayable through an income tax supplement. In this way the payments would be related to income and repayable over a stipulated period of time. Thus instead of repaying the loan, the student would contract to pay back a fixed percentage of his income per \$1,000 of debt each year for, say 15 years. If he is not able to repay within the specified time, then the loan becomes a forgivable grant. The government would finance such a scheme for yearly borrowing.*

The advantages of this type of scheme are many and are easily discernible: it is partly, or even largely, a self-supporting scheme, amortized over a long period; it makes the student pay for his education and it relates its cost to his future income; it would abolish the privileged position of the student in our society; and, to some it would be advantageous because it would free post-secondary education from its dependence on the government. Furthermore, it would shift the financial burden from present to future generations—i.e., to those who benefited from education in the first place. The pension-type of financing would also lessen current and prospective public expenditures. Similarly, by linking repayments to income the scheme would mutualize (i.e., share) the cost in a more equitable way. Finally, by channelling a greater part of the financial resources needed for post-secondary education through the student, institutions could in limit charge the full cost to him and thus introduce an element of "economic rationality" into this area.

The scheme also has drawbacks: it would not necessarily increase educational opportunity for children of less privileged groups (the emotional barriers to heavy and prolonged indebtedness would remain); and it would force young women to bring into their marriages "negative dowries". Most importantly, however, it is not at all certain that the exclusion of gov-

ernment from this educational field would really be possible or even desirable. It would also tie attendance at post-secondary institutions strictly to financial considerations—with implications that demand greater thought than the schemes have been given so far. It is also an undesirable fiscal practice to have specially designated taxation—it not only complicates, it positively limits the social utility of taxation. Finally, it is not unlikely that government would be tempted—if not forced—to use the loan requirements for short-term manpower planning.*

Evaluation

In judging the viability and desirability of any type of the above schemes, it may be worthwhile to articulate the yardstick of evaluation. From the public point of view, this evaluation must contain at least two elements: the principle of equity and accountability for costs. In other words, public funds must be distributed equitably and with maximum efficiency. The former has two aspects. In the first place, financial resources should be available to students in such a way as to facilitate accessibility to further education. Even if it is recognized that financial barriers are not the only ones to determine accessibility to post-secondary education, to the extent that they are barriers, the purpose of any financial scheme must be to have them lowered and, preferably eliminated. Secondly, the distribution of funds must in some way be commensurate with benefits received. Post-secondary education encompasses a wide spectrum of programmes with large variations in time requirements. Obviously, therefore, the question of length of time of public support and the individual benefits must be assessed. If the support is for "consumption", then it should be available equally to all; if it is for "investment", then the "returns" to the individual have to be considered.

Equally importantly, any scheme of

*For a brief history of these schemes see Gail C. A. Cook, David A. A. Stager, "Contingent Repayment Student Assistance Programs: A Simulated Analysis", *Working Paper Series Number 7004*, Institute for the Quantitative Analysis of Social and Economic Policy, University of Toronto, Toronto, August, 1970, pp. 1-4.

*A simpler and more primitive variant of the above scheme is the Educational Opportunity Bank—a proposal that relies more on traditional bank-loan financing. Though superficially similar to the Contingent Repayment Student Assistance Program outlined above, it has all of the latter's drawbacks, fewer advantages, and would demand heavy initial capitalization.

*See Section I, p. 7.

*An interesting, though perhaps unreal, question would be whether the universality then should not be enforced by compulsory attendance.

public support must be conducive to some form of cost accounting and accountability. Evidence suggests that *ad hoc* or open-ended schemes are open invitations to cost escalation. The best way to prevent this abuse would be to develop a system that would be tied to some form of measurable "output" or specified services. In its absence, and in the light of the propensity of educational systems to substitute "inputs" for "outputs", it may well be that there may be a need for greater cost control of the "inputs". And, of course, this can be accomplished best when the financing is direct through the institutions themselves.

Many of the problems dealt with in this and foregoing sections spring from our basic desire to use the educational system as an instrument for achieving other, social goals. Not surprisingly, some of these goals run counter to each other; others may be even detrimental to the educational process itself. It is, however, only society, with the government as its agent, that can resolve and settle these conflicting aims and more likely than not facilitate the solution through financial arrangements. Consequently, and because of the profound direct involvement of government in post-secondary education already, a certain portion of funding will likely continue to be provided directly through institutions. We shall discuss the non-economic aspects of the government's involvement and the need for such involvement later; here we would only draw attention to the great social and economic significance of educational institutions. Both the cost of education and its responsiveness to social needs are of concern to the government. This concern would remain even if the government did not provide support from public funds. It is not unreasonable to expect, therefore, that the financial arrangements reflect this concern. Direct funding of institutions seemingly provides one of the best ways to satisfy both society's needs and governmental policy.



The Institutional Framework

If money and financing form the blood and veins of post-secondary education, the structure forms the skeleton. It is a matter of little dispute that the skeleton belongs to a giant; it is more difficult to decide whether the giant is friendly or a monster (or, as one Commissioner put it, "a dinosaur on wheels"). A mere enumeration of the kinds of institutions is lengthy: Ontario has 16 Universities, 20 Colleges of Applied Arts and Technology (in at least 54 locations); 11 Teachers' Colleges; 4 Colleges of Agricultural Technology; 62 Schools of Nursing; 2 Police Colleges; 1 Fire College; 1 School of Horticulture; 1 Polytechnical Institute; 1 College of Art; and The Ontario Institute for

Studies in Education.* In total, 173,395 full-time students attended these institutions in the academic year 1968-69.* They were offered 645 programmes leading to 452 degrees, diplomas, certificates, and so on.* In addition, an estimated 106,520 students attended post-secondary institutions on a part-time basis. The total bill to the Treasury of the Province of Ontario, according to Public Accounts for 1968-69 was \$604,357,376.41.*

The roots of all this diversity are historical: some of these institutions have been established by public spirited parochial and community leaders; others have reflected a more conscious response of government to perceive educational and occupational needs; and still some others have grown out of—or at the insistence of—professional societies. The great services that the whole spectrum of post-secondary education contributed to Ontario and to Canada are plain to see and need no elaboration.

*See Table 6 for complete listing.

*Some of these have been of less than full academic year's duration; e.g., those attending Manpower Retraining Programmes full-time or Schools for Registered Nursing Assistants.

*This figure does not include the Private Theological Schools.

*The 1969-70 estimates provided for \$712,887,600 for similar services. The amount excludes the direct contribution of the Federal Government and its agencies.

TABLE VI

TOTAL NUMBER OF FULL-TIME POST-SECONDARY ENROLMENTS
ACCORDING TO TYPE OF INSTITUTION, 1968-1969

<i>Types of Institutions</i>	<i>Enrolment</i>
Colleges of Applied Arts and Technology	25,189
Colleges of Agricultural Technology	676
Colleges of Education	2,116
Niagara Parks School of Horticulture	36
Registered Private Schools	22,831
Ontario Fire College	80
Ontario Institute for Studies in Education	287
Ontario Police College	2,574
Ryerson Polytechnical Institute	5,670
Schools for Registered Nursing Assistants	2,350
Schools of Nursing	9,684
Teachers' Colleges	9,277
Universities	92,625

173,395

The Involvement of Government

Recently, as we have pointed out, more and more of these accomplishments have been achieved through greater and greater governmental support. Not surprisingly, both the diversity of educational establishments and the increased financial contribution is reflected in the numbers of provincial government organizations involved in post-secondary education. In fact, the \$600 million contributed by the Ontario Government in 1968-69 to this educational sector was distributed through 18 government departments and 1 agency.* And while not all provincial departments and agencies participate in the administration of post-secondary education directly, many of them do. Consequently, one of the main issues facing the Commission is to examine the present governmental administrative system dealing with post-secondary education and, if necessary, recommend reorganization. In this section we would like to discuss our perception of some of the relevant values and principles underlying the government administration of post-secondary education.

The problem here is no different from any other public undertaking: how to reconcile our desire for the protection and enlargement of an individual's freedom with the equally necessary requirement of public accountability for public funds and the satisfaction of public needs. Or, to put it into more specific language, what are the essential organizational and policy matters in which the government must participate in order to protect the public interest? To what extent is this participation inimical to other principles, such as individual freedom of choice, institutional independence, and academic freedom? Even more specifically, are the various educational institutions so differentiated as to justify different governmental structures? Are there policies and organizational alternatives to the present system?

Structurally, the possibilities appear

to be as follows:

- 1 All post-secondary institutions should be serviced and administered by one government department;
- 2 All educational activities, from kindergarten to post-doctoral research, should come under one department;
- 3 There should be established, in addition to the already existing Departments of Education and of University Affairs, a third Department entrusted with the administration of the Colleges of Applied Arts and Technology, including, presumably, some of the other vocational schools now administered by other departments;
- 4 The existing structure should be left intact.

There are good arguments to be made for all four suggestions. The Commission is looking forward to hearing them all. But whatever form is preferred, there are still some questions of government organization that have to be raised. One deals with the existence of advisory bodies in post-secondary education. At present, there are two main advisory bodies dealing with post-secondary education and a number of other government committees that are, in one way or another, also directly involved. The Committee on University Affairs is an advisory committee to the Minister of University Affairs, with very broad terms of reference on matters pertaining to the 14 provincially assisted universities, including 4 colleges affiliated with two of these universities, the Ontario College of Art, the Bar Admission Course, the Art Gallery of Ontario, the Royal Ontario Museum, and the Royal Botanical Gardens. The Committee has emerged as a vital body in the decision making process. It has been responsible for the recommendation of major new policies that are now being followed in Ontario, e.g., formulae for operating and capital financing. A comparable body, the Council of Regents, has been established by the Minister of Education to advise him on matters pertaining to the Colleges of Applied Arts and Technology. The Council, however, has terms of reference that are more explicit (e.g., it advises the Minister of Education on salary and wage rates for all employees in the Colleges).

Of the other committees and government bodies dealing with post-secondary education, the most important ones are those attached to the Department of Health, especially

the Ontario Council of Health and its sub-committees and the Ontario Hospital Services Commission. The Senior Coordinating Committee for the Health Sciences, an inter-departmental committee of senior civil servants involved in health science education, is another important body.

Relevant Questions: Structure and Jurisdiction

This is by no means a complete list but it serves to illustrate the administrative complexity that has grown around post-secondary education in Ontario. Some of this complexity has grown out of the obvious need to coordinate the activities of the various government departments in this field; some of it is due to the equally obvious necessity of having specialized but representative bodies to advise the government in their particular area of interest. The questions that concern the Commission here are numerous: What role should the advisory bodies play? What should be their relationship with the permanent Civil Service personnel in their departments? Should there be advisory bodies for each segment of post-secondary education? Or should there be only one or one in addition to those already existing—that covers the whole spectrum of post-secondary education? How should such bodies be composed and how should they operate? Should their terms of reference be broad or narrow? Should they have any executive functions? What should their relationship be to the institutional and professional organizations? To a large extent, the government structure must reflect the institutional framework of Ontario post-secondary institutions. For example, is the idea of "The University of Ontario"—as recommended by the Spinks' Committee—dead? If not, how would it fit into the general framework of the post-secondary educational system in Ontario? If it is dead, are the arguments that led to its recommendations still valid?

*Again, this excludes the Federal Government's involvement. According to the Report of the Secretary of State, 10 federal departments and 9 federal agencies disbursed money to universities alone. *Federal Expenditures on Post-Secondary Education 1966-67, 1967-68, Report No. 2, Education Support Branch, Department of the Secretary of State, Ottawa, 1969.*

*Report to the Committee on University Affairs and the Committee of Presidents of Provincially-Assisted Universities of the Commission to Study the Development of Graduate Programmes in Ontario Universities, Toronto, 1966, p. 80.

What about the role and jurisdiction of the already existing institutions and their associations? Should we rely upon voluntary cooperation both among similar institutions and between the various kinds of institutions? What should be the role of professional and interest organizations—e.g., the role of faculty and student associations? How should conditions of employment in post-secondary institutions be arranged?

Structures and organizations are only one aspect of the problem facing us. Of equal importance are the questions pertaining to the jurisdiction of direct governmental involvement and to the kind of policies pursued by the administrative structures within their jurisdiction. There are two considerations affecting the extent of government jurisdiction. One is a matter of administrative efficiency: how to reconcile the forces of centralization with those of decentralization. Here the need for control of policy matters affecting public interest must be weighed against the bureaucratic propensity to confuse control with direct administration. Secondly, there is always the danger that the centralized machinery will choke to death the very purposes for which the institutions have been established. It will be disastrous if, in our attempts at coordinating, planning, and accountability, we were led to the imposition of bureaucratic rationality and uniformity upon what we like to think is a vital and diverse enterprise.*

Formula Financing and Master Plan

Perhaps there are some policies that would lessen the centralizing bureaucratic danger. For example, it seems fairly clear that the employment of formula financing can achieve considerable cost control without any direct budgetary—and thus bureaucratic—review. There is little doubt that the employment of formula financing in Ontario has already demonstrated its virtues both to the government and to the universities by putting a brake on cost escalation without

resorting to the unhappy and unnecessary line-by-line budgeting procedure of many state systems in the United States. But while formula financing prevents financial irresponsibility and assures equitable and sufficient distribution of public funds, it does not guarantee desirable future developments; it merely pays for services delivered. And it is in the nature of all institutions to rely upon established programmes and guaranteed support rather than to risk possible losses through innovations.

One way to correct this deficiency in formula financing without destroying its effectiveness is to develop a master plan covering all post-secondary institutions in Ontario and use formula financing within the broad outlines of such a plan. Indeed, one of the most promising avenues which the Commission would like to explore is the possibility of developing such a master plan. But before doing so, the nature and characteristics of such a plan should be thoroughly debated. Too often the use of a "master plan" has led to rigidities and even greater bureaucratic control than was the case previously. Obviously, in such cases, the very purpose of planning was defeated by the straitjacket effect of the master plan. What, then, should be the content of a master plan? How detailed, how structured and how enforced should such a plan be? And how should it be developed?

It should also be realized that the development of such a plan seldom results in an immediate reduction of costs; what it does do, however, is prevent future unwarranted expenditures, provide for better satisfaction of future needs and avoid raising false hopes. Frequently, also, many call for better planning in the hope—at times even articulated—that such activities will free us from making some very difficult choices and avoid conflicts. This is a false hope. At best, planning facilitates the resolution of these conflicts by providing a procedure for such resolution. But the decisions still have to be made.

An illustration of both the difficulties of planning and of the need for articulated policies is the question of selection, or screening, of students for the different kinds of post-secondary institutions. On what basis should we advise and counsel our students to make decisions in this area and it is an unshakeable conviction of the Commission that advice

and counsel are the appropriate means for informing the individual of the possibilities before him; the decision must rest with him alone. It is not at all certain that the series of tests and examinations that now form the basis for our selection process are the only ones possible or even desirable. One of the problems with our selection mechanism is that it tends to enforce any institutional rigidities that have crept into our system. It is clear that the selection mechanism is devised to help the institutions not the students. And, of course, there is the whole problem of relating academic and intelligence tests to socio-economic factors.

This particular problem may have some urgency in it. With the high schools moving towards unstructured curricula and abandoning channelling of students into rigid streams; with the possible elimination of Grade 13 and of Departmental Examinations—the preconditions and guideposts of the past selection process—the question of selection and admission policy will have to be dealt with as soon as possible. It is dubious whether replacement of the old Departmental Examinations by admission tests would be the best solution. Keeping in mind our desire to make the whole post-secondary educational structure as flexible and as open to mobility as possible, how then should we advise our students?

Planning, formula financing and selection procedures are only some of the policies that complement any administrative organization. In the final analysis, however, the basic problem lies neither with the administration nor policies but with the kind of educational institutions we wish to have. Although there has been a great deal of discussion recently about the "role of the university (or college)" in our society, there is not much evidence that some of the tougher issues have been faced in earnest. Behind and below the philosophical issues lie such important questions as: Is there a difference between universities and community colleges? And, if so, what are these differences? Are we not, for example, in our attempt to differentiate community colleges from universities, running the risk of creating a "binary" system of post-secondary education—a system that will accentuate rather than diminish the phony prestige differentiation? And how do we really solve the problem that links professional organizations, educational institutions, and

*cf. The experience of European universities as described by Joseph Ben-David in *Fundamental Research and the Universities: Some Comments on International Differences*, O.E.C.D., Paris, 1968, especially pp. 45-46 and 90.

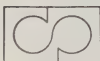
the certification process into such a seemingly unbreakable chain? Are there no arguments for increased flexibility within each occupational structure and if so, should this not be reflected in our educational structures? How, in fact, can our desire for specific functions and flexibility be accommodated at the same time?

Within the issue of the administrative structure of post-secondary education, therefore, hide a number of other issues: the functions and purposes of institutions; the policies and structures of government bodies dealing with post-secondary education; and, the interplay not only of the institutions and the government but of all other segments of our society directly affected by post-secondary education: industry, professional organizations, other government bodies, etc. And because it affects them all, we hope that they will all help us find solutions not only to the issues discussed in this document but also to those posed in our opening section.

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COMMISSION ON POST-SECONDARY EDUCATION IN ONTARIO

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Terms of Reference

A Commission on Post-Secondary Education in Ontario is appointed, effective April 15th, 1969, to advise the Minister of Education and Minister of University Affairs under the following terms of reference:
It shall be the responsibility of the Commission:

1 To consider, in the light of present provisions for university and other post-secondary education in Ontario, the pattern necessary to ensure the further effective development of post-secondary education in the Province during the period to 1980, and in general terms to 1990, and make recommendations thereon.

2 In particular, but not to the exclusion of other matters, to study and make recommendations on:

*the educational and cultural needs of students to be met at the post-

secondary level in Ontario, including adult and continuing education;

*the patterns of student preference and demand in post-secondary education, especially as they are influenced by social and economic factors and in the light of possible changes in primary and secondary education;

*the number of students for whom provisions should be made in various types of institutions and programmes;

*the type, nature and role of the institutions required to meet the educational needs of the Province with particular reference to existing institutions and their ability to meet present and future demands;

*the facilities required to meet needs, including specialized facilities such as research laboratories, libraries, computer facilities, etc.;

*the need for and nature of centralized or shared facilities and services; the functions and interrelations of the bodies and institutions involved in the administration and development of post-secondary education;

*the principles that should govern the

transfer of students among different types of institutions;

*the costs, allocation of resources and methods of financing for post-secondary education in Ontario as related to the attainment of equality of educational opportunity and as related to the resources of the Province.

3 To provide full opportunity for all interested individuals and organizations to express opinions and offer discussion on both broad and specific issues related to the development of post-secondary education in Ontario. To ensure the attainment of this objective, the Commission should invite written briefs, hold public hearings and publish the results of studies and recommendations initially in draft form so as to generate public comment and discussion.

1. Why do we keep piling one year of schooling after another upon our students? Why is it necessary to have up to twenty years of continuous schooling. Why not break it up and, if necessary, space the years over a lifetime? What, indeed, are the emotional and social costs we are imposing upon our youth and ourselves when we, in fact, "conscript" them into our educational institutions (or, as some observers have it, "minimum security prisons") for so many years? By tolerating and encouraging forms of master-apprentice and officer-cadet types of relationships for young men and women in our educational institutions, are we not doing something to our social fibre as well?

2. Why is it necessary to assume that "learning" must take place only when institutionalized? Why would it not be possible to have, in place of segregated and fragmented institutions, a plethora

of educational services available to all, at any age? Is going to x number of theatre performances less "academic", less for "credit", than attending one course in English offered by a university or a college teacher? Is "research" possible only at the graduate level?

3. Why should professional associations be allowed to stipulate formal educational requirements instead of administering tests regardless of educational backgrounds? Why should there be any formal links between educational requirements and occupations? Why, indeed, do we use degrees and diplomas for certification purposes? And if we must, why not issue such degrees and diplomas for only a limited period—say for five or ten years? After all, why should one certification last for a whole lifetime?

4. Is there any justification for the "academic year"? Do we

still believe that students must go back to the farms to help with the harvest—hence the need for free summers? Why is the trimester the only alternative? Why not two six-month periods of schooling?

5. What are the true implications of universality for post-secondary education? Even if it is assumed that universality does not mean attendance by all but merely an equal opportunity of access for all, how "far up"—for how many years—should this be? All the way to the Ph.D? Why should society invest this kind of money in one person and not in another? Merely because one is being "educated"?

6. Do our post-secondary institutions really contribute to a better, fuller, life? Or should we, perhaps, be asking the same questions about "more" education as are beginning to be asked about "greater" economic growth?

It is dubious whether the Commission will ever arrive at answers to these questions; it is equally questionable whether any reasonable and realistic answers can be found by considering merely the financial and organizational issues, important though they may be. But if we are to have a debate over post-secondary education, it should be on issues that are fundamental to the quality of life in Ontario. Only after a basic appreciation of the present reality and beliefs can

we be prepared not only to anticipate the inevitable but also to facilitate the desirable.

Finally, it is clear that if the Commission is to be at all successful in its task, it must have the help of the people of Ontario. It is our hope that via briefs, public hearings and other fact finding, Ontario citizens will engage in a fruitful public debate with the Commission. Our Interim Statement is meant as an invitation to such a debate.

Appendix E

Published Background Studies

Certification and Post-Secondary Education, Applied Research Associates. A description and critical assessment of the merits and shortcomings of the present forms of certification used in Ontario. A systematic framework is developed within which the legitimate functions of certification are identified and their impact on the individual, the educational system, and the community are assessed.

Cost and Benefit Study of Post-Secondary Education in the Province of Ontario School Year 1968-1969, Systems Research Group, Inc. A study of the economics of post-secondary education conducted in terms of quantitative analysis of its costs, benefits, and redistributive effects. Three separate but interrelated models are developed to analyze these three aspects of post-secondary education. The simulation capability built into this analytical system permits its use in experiments employing different sets of parameters and hypotheses.

Education and Employment of Arts and Science Graduates: The Last Decade in Ontario, E. B. Harvey, Ontario Institute for Studies in Education. A study of the employment experiences of a selected sample of arts and science graduates from four Ontario universities. Students graduating in 1960, 1964, and 1968 were interviewed to discover how useful they feel their education was as preparation for their jobs, what kinds of educational experiences they had, and how they fared upon entering the labour market after graduation.

Financing Post-Secondary Education, Systems Research Group, Inc. A survey of alternative methods of financing post-secondary education, with particular reference to their probable effects on the size and composition of demand for places in post-secondary institutions.

Guidance, Hickling-Johnston Limited. This study describes and assesses the performance of

guidance and counselling facilities and programs currently being operated in Ontario.

Legal Education in Ontario, 1970, Andrew Roman and Associates. A detailed study of the issues facing legal education in Ontario today, with particular emphasis on the post-LL.B. stages.

Libraries and Information Storage and Retrieval Systems, Kates, Peat, Marwick & Company. A description of present library and other information storage and retrieval facilities used in Ontario, with an assessment of the implications of technological developments for the future organization and operation of these facilities.

Manpower Forecasting and Educational Policy, J. Holland, S. Quazi, F. Siddiqui and M. Skolnik, Ontario Institute for Studies in Education. A consideration of the extent to which it is socially desirable and technically feasible to take projections of manpower requirements into consideration in formulating educational policy. One part of the study presents selected data on highly qualified manpower in Ontario, illustrates by detailed example the methodology of making projections, and provides projections of highly qualified manpower requirements to 1990 under a variety of assumptions about the rate of growth of output, trends in occupational coefficients, and other relevant economic factors. Another part of the study addresses the methodology of projecting university and college enrolment and presents projections based upon both transfer matrices and participation rates.

Manpower Retraining Programs in Ontario, Sterling Institute Canada Limited. A description and critical evaluation of existing programs of manpower retraining available in Ontario. Alternative approaches to providing such services are considered.

The Ontario Colleges of Applied Arts and Technology, Systems Research Group, Inc. An assessment of the present and potential future roles and functions of the Ontario colleges of applied arts and technology in relation to this province's requirements for post-secondary education.

Organization of the Academic Year, Woods, Gordon and Co. A description of the options available in the organization of the academic year and a study of their relative merits. The effects of the various alternatives on operating and capital costs of post-secondary institutions are explored by means of computer modelling.

Post-Secondary Educational Opportunities for the Ontario Francophone Population, Ronald B. D'Costa, University of Ottawa. A study of the Francophone population of Ontario, its history, present size and composition, and socioeconomic characteristics, all of which are considered in relation to presently available French-language and bilingual post-secondary educational facilities in Ontario.

Post-Secondary Educational Opportunity for the Ontario Indian Population, Environics Research Group. While not presuming to represent the views of the Indian people of Ontario on the subject, nor to articulate appropriate goals for them to seek, this study assembles relevant background information concerning the educational opportunities available to Indians and explores some of the options whereby government policy may be made more responsive to the self-perceived educational needs of Indians in Ontario.

Professional Education: A Policy Option, Applied Research Associates. An examination of the special nature and problems of professional education in Ontario. The theoretical framework developed seeks to relate the relevant interests of the individual, the interests of the professional associations and professional segments of the academic community, and the interests of the larger Ontario community to which the individuals and professional associations belong, with a view to detecting disharmonies which may be alleviated by new professional education policies.

The Production of Scientific Knowledge in Ontario Universities: An Overview of Problems, Anthony H. Smith, University of Toronto. A consideration of the consequences of university organization for the conduct and nature of research and the consequences of the funding of research for the structure of the institutions in which it takes place.

Some Economics of Post-Secondary Education — A Critical Review, Systems Research Group, Inc. A non-technical general review of the literature on the economics of post-secondary education, with particular attention to supply (cost) factors.

Social Reporting and Education Planning: A Feasibility Study, Commissioners J. S. Kirkaldy and D. M. Black. This study originated in the efforts of the Research Committee to formulate the terms of contract for an analytical study of post-secondary education, in the course of which the members gained the perception that the most problematic and interesting aspects of the subject did not enter within the confines of a conventional cost-benefit study. This feasibility study examines the possibilities for dealing with the spillover effects of education, recognizing that the social benefits cannot be viewed in isolation from the totality of welfare services. The study develops the case for a "total social report" by (1) elucidating the theoretical and methodological problems of social reporting; (2) producing an outline of a social report with emphasis on the educational elements; and (3) indicating the data needs, contributing agencies, and locales for production of such a report.

The Utilization of Electronic Technology in Post-Secondary Education in Britain and West Germany, N. McLean. A description and critical analysis of the experience of the Open University in Britain and of Telekolleg, Funkkolleg, and the Institute for Remote Studies in West Germany. The history, financial aspects, and operating problems of these systems are examined and some of their implications for future possible developments in Ontario are discussed.

Appendix F

Public Hearings of the Commission

Prior to the Publication of the Draft Report

Toronto	November 12, 1970
Sudbury	December 9, 1970
St. Catharines	December 14, 1970
London	December 16, 1970
Sault Ste. Marie	January 11, 1971
Timmins	January 13, 1971
North Bay	January 18, 1971
Peterborough	January 20, 1971
Oshawa	January 25, 1971
Barrie	March 17, 1971
Toronto	March 24, 1971
Kitchener	April 1, 1971
Hamilton	April 6, 1971
Kingston	April 15, 1971
Toronto	April 16, 1971
Windsor	April 20, 1971
Sarnia	April 22, 1971
Guelph	April 27, 1971
Ottawa	April 29, 1971
Kenora	May 4, 1971
Thunder Bay	May 5, 1971
Cornwall	May 11, 1971
Toronto	May 13, 1971
Toronto	May 14, 1971
Toronto	May 26, 1971

Following the Publication of the Draft Report

Toronto	February 28, 1972
Ottawa	March 1, 1972
Thunder Bay	March 6, 1972
Sudbury	March 8, 1972
London	March 20, 1972
Toronto	March 22, 1972
Toronto	March 23, 1972
Toronto	March 27, 1972
Toronto	April 6, 1972
Toronto	May 4, 1972
Toronto	May 8, 1972
Toronto	May 15, 1972
Sudbury	May 23, 1972

Appendix G

Briefs

Submitted to the Commission

Brief No.	Author and Location	Brief No.	Author and Location
001	Bill Barill and Tom Dean, University of Western Ontario, London	018	Maurice R. Hecht, University of Toronto, Toronto
002	H. J. Dost, Thunder Bay	019	A Group of Students in a College of Applied Arts and Technology
003	Confederation College of Applied Arts and Technology, Thunder Bay	020	The Canadian Manufacturers' Association, Ontario Division, Toronto
004	Edward B. Champagne, M.D., Montreal	021	F. H. Koch, Kingston
005	Committee of Presidents of the Colleges of Applied Arts and Technology of Ontario	022	Council of the International Centre, Queen's University, Kingston
006	Ryerson Polytechnical Institute, Toronto	023	Various Segments of the Lakehead University Community, Thunder Bay
007	W. A. Cormack, Port Credit	024	Howard D. Fine, Thunder Bay
008	George E. Cross, Waterloo	025	William E. McLeod, Sudbury
009	The Church-Related Institutions of Ontario	026	The Association of Professional Engineers of the Province of Ontario, Toronto
010	The Simcoe College Foundation, Orillia	027	Durham College of Applied Arts and Technology, Oshawa
011	Alan M. Thomas, Ph.D., Ottawa	028	St. Catharines New Democratic Party Association, St. Catharines
012	The Theological Colleges of Ontario, Willowdale	029	University of Sudbury, Sudbury
013	Withdrawn	030	Professional Librarians of Lakehead University and Confederation College, Thunder Bay
014	Educational Television and Radio Association of Canada, Toronto	031	David W. Menear, Althouse College of Education, London
015	St. Lawrence College of Applied Arts and Technology, Kingston		
016	Earl Naismith, Belleville		
017	A Committee of the Faculty of Sheridan College, Brampton		

Brief No. Author and Location

032	N. L. Nicholson, Althouse College of Education, London
033	W. Brown, B. N. Crosby, M. H. Swain, London
034	London Public Library and Art Museum, London
035	Director of Continuing Education and Student Affairs on Behalf of Cambrian College, Sudbury
036	Ernest Stabler, Dean, Althouse College of Education, London
037	A. B. Atkinson, London
038	Orville Eadie, London
039	Albert Cyr, Sudbury
040	F. E. Crowe, S.J., President, Regis College, Willowdale
041	Wilma B. Bolton, London
042	David Verdun, London
043	Freda MacDonald, Adult Basic Education School, London, and Beryl Treloar, London Council for Adult Education, London
044	René Romain Roth, Department of Zoology, University of Western Ontario, London
045	London Council for Adult Education, London
046	Gary Hutchison, P.Ag., and C. E. McNinch, P.Ag., Guelph
047	J. F. Hilliker, Thunder Bay
048	Gord MacKay, London
049	William Westmiller, Kingston
050	Niagara Regional Library System, St. Catharines
051	The Lincoln County Board of Education, St. Catharines

Brief No. Author and Location

052	Emlyn Davies, President, Huntington University, Sudbury
053	Edward F. Sheffield, Toronto
054	Secondary School Teachers of the Sault Ste. Marie Division of the Ontario Secondary Schools Teachers' Federation, Sault Ste. Marie
055	Sault Ste. Marie Board of Education, Sault Ste. Marie
056	Franco-Ontarians of North Bay, North Bay
057	Sault Ste. Marie and District Chamber of Commerce, Sault Ste. Marie
058	Committee for the Establishment of a University College in the Porcupine Area, Cochrane
059	Northern College of Applied Arts and Technology, Timmins
060	The Principal's Executive Committee of the Sault Ste. Marie Campus of Cambrian College, Sault Ste. Marie
061	A. H. Rose, Sault Ste. Marie
062	Sault Ste. Marie Public Library Board, Sault Ste. Marie
063	Phyllis D. Hamilton, Sir Sandford Fleming College, Peterborough
064	The Nipissing Board of Education, North Bay
065	The Education Committee of Local Union 2251, United Steel Workers of America, Sault Ste. Marie
066	Eleanor Harman, Toronto
067	The Board of Governors of Nipissing College, North Bay
068	K. Rudderham, and R. Steadman, Cambrian College of Applied Arts and Technology, North Bay
069	J. B. Swinton, Thunder Bay

Brief No.	Author and Location	Brief No.	Author and Location
070	G. H. Robertson, Sir Sandford Fleming College, Peterborough	090	The Rotary Club of the City of Barrie, Barrie
071	Solanges Foy, Thérèse Robert, Laura Charron, North Bay	091	Le Collège de Hearst, Hearst
072	Orillia Public Library Board, Orillia	092	Withdrawn
073	Helen Carscallen, Priscilla Cole, Gloria Quinlan, Alfred Reimers, Thelma Rosen, Marion Royce, Sonja Sinclair, Sylvia F. Campbell, York University, Downsview	093	Department of Adult Education, The Ontario Institute for Studies in Education, Toronto
074	Peterborough County Board of Education, Peterborough	094	R. Moynan, Vice-Chairman, Cambrian College Board of Governors; Chairman, Campus Planning Committee, North Bay College Education Centre, North Bay
075	John P. Martyn, St. Peter's High School, Peterborough	095	Murray A. Hewgill, Ph.D.; Cambrian College, North Bay
076	Catherine M. Brown, Barrie	096	Dr. J. W. Trusler, Chairman, Nipissing College Board of Governors, North Bay
077	Ronald J. Mackenzie, Barrie	097	Trustees of the Peterborough County Board of Education, Peterborough
078	Barrie Public Library, Barrie	098	Joyce Mackenzie, Peterborough
079	Walter Pitman, MPP, Peterborough	099	Florence Butt and Irene Ip
080	Peterborough Labour Council, Peterborough	100	Sir Sandford Fleming College Students, Peterborough
081	The Ontario County Board of Education, Oshawa	101	Allan Ironside, Past Chairman, Orillia Historical Society, Orillia
082	The University Women's Club (CFUW), Barrie	102	The Institute of Chartered Accountants of Ontario, Toronto
083	Students' Council, Northern College of Applied Arts and Technology, Timmins	103	Dr. Dell, Peterborough
084	Rotary Club of Timmins, Timmins	104	Ontario Library Association, Toronto
085	D. A. R. Bradshaw, The Confederation College of Applied Arts and Technology, Thunder Bay	105	Oshawa and District Labour Council, Oshawa
086	Douglas J. M. Bullied, Oshawa	106	The Council of the Corporation of the Town of Whitby, Whitby
087	A. Bradford, Orillia	107	City of Oshawa, Oshawa
088	Peterborough Progressive Conservative Policy Committee, Peterborough	108	Canadian Book Publishers' Council, Toronto
089	The Grey County Board of Education, Markdale	109	H. J. Stanford, Ph.D., Trent University, Peterborough

Brief No. Author and Location

110	Toronto Public Library Board, Toronto
111	Hugh R. Innis, Agincourt
112	H. M. Good, Queen's University, Kingston
113	The Central Ontario Joint Planning Board, Oshawa
114	The Ontario Council of Deans of Medicine, Hamilton
115	The Ontario Association of Certified Engineering Technicians and Technologists, Toronto
116	Arthur Stinson and Alan Clarke, Ottawa
117	The Department of Philosophy, St. Michael's College, Toronto
118	Canadian Institute of Management, National Council, Toronto
119	Ric Careless, Victoria, B.C.
120	William Ready, M.A., M.L.S., Dip.Ed., University Librarian and Professor of Bibliography, McMaster University, Hamilton
121	A. P. Backler, Oshawa
122	Discovery Theatre, Toronto
123	Jean Good, Toronto
124	Institute of Canadian Bankers, Montreal
125	Group of Instructors at The School of Technology, Algonquin College of Applied Arts and Technology, Ottawa
126	M. Schneider, Kindergarten Teacher, Oxbow Park School, Stayner
127	Bruce Rusk, William Tooley, Edward Waitzer, Toronto
128	The Executive Committee of the Faculty Association, University of Western Ontario, London

Brief No. Author and Location

129	Sub Committee on Research and Planning of the Committee of Presidents of Universities of Ontario, Toronto
130	J. Bromstein, B.A., M.Sc.Ed., Dundas
131	Committee of the Faculty of Georgian College of Applied Arts and Technology, Barrie
132	Barrie Art Club, Barrie
133	The Staff of the Owen Sound Collegiate & Vocational Institute, Owen Sound
134	G. F. Martin, Oakville
135	D. S. Pryke, Stratford
136	Richard G. Capling, Ancaster
137	James B. Schneider, Paris
138	The Board of the Lake Erie Regional Library System, London
139	Faculty, St. Mary's School of Nursing, Kitchener
140	The Canadian Federation of University Women, Windsor Club, Windsor
141	Barrie and District Association for the Mentally Retarded, Barrie
142	Heather Meadows, Geoff Kingate, Ev. Humphries, York University, Downsview
143	Ontario Institute of Agrologists, Woodstock
144	R. C. Quittenton, Windsor
145	M. Freedman, State University of New York at Buffalo, Buffalo, U.S.A.
146	W. C. Easton, Burlington
147	Hamilton Y.W.C.A., Hamilton
148	Stratford Horticultural Society, Stratford
149	Dennis M. McCartin, Windsor
150	Dominic Cardillo, Kitchener

Brief No.	Author and Location	Brief No.	Author and Location
151	G. F. Atkinson, University of Waterloo, Waterloo	170	Bevis Miles, Mohawk College of Applied Arts and Technology, Hamilton
152	Students of St. Mary's School of Nursing, Kitchener	171	Patrick Doran, McMaster University, Hamilton
153	Ross H. Hall, McMaster University, Hamilton	172	The Inservice Committee of Kitchener, Waterloo, Galt and Guelph, Kitchener
154	L. Lehtiniemi, Conrad Grebel College, Waterloo	173	W. Giverin, Preston
155	Ontario Region of the Canadian Conference of University Schools of Nursing, London	174	John Buttrick, York University, Downsview
156	Jane Rodd, Guelph	175	Ontario Council of University Directors of Physical Education, Kingston
157	Ann Redwood, Patricia Dobson, Margaret Day, Conestoga College of Applied Arts and Technology, Waterloo	176	C. R. MacLeod, Windsor
158	Peter Padbury, University of Waterloo,	177	Harold Barnett, Queen's University, Kingston
159	Stratford Chamber of Commerce, Stratford	178	Faculty of St. Joseph's School of Nursing, Hamilton
160	Ontario Secondary School Teachers' Federation, Toronto	179	W. J. Carey, Hamilton
161	Peter B. Mason, Kitchener	180	The Hamilton and District School of Nursing, Hamilton
162	Brantford Regional Chamber of Commerce, Brantford	181	W. G. Breck, Queen's University, Kingston
163	Gordon G. Kelly, Algonquin College of Applied Arts and Technology, Ottawa	182	Kingston and District Council for Continuing Education, Kingston
164	McMaster University School of Nursing, Hamilton	183	Midwestern Regional Library System, Kitchener
165	W. E. Nevitt, Hamilton	184	Faculty of Hotel Dieu of St. Joseph School of Nursing, Windsor
166	Mike O'Dwyer, Al Rimmer, Paul Stacey, Chuck Stoddy, Murray Noll,	185	Patrick Riley, Queen's University, Kingston
167	Association of Canadian Commercial Colleges (Ontario Region), Belleville	186	Grace Hospital School of Nursing, Windsor
168	Students of St. Joseph's School of Nursing, Hamilton	187	Chatham Chamber of Commerce, Chatham
169	Hamilton Civic Hospital School of Nursing, Hamilton and District School of Nursing, McMaster University School of Nursing, St. Joseph's School of Nursing, Hamilton	188	R. S. Devereux, Windsor
		189	The Recreationist's Association of West Central Ontario, Guelph
		190	Chatham Public Library Board, Chatham
		191	Canadian Bureau for International Education, Ottawa

Brief No. Author and Location

- 192 The Student Services Division, St. Clair College of Applied Arts and Technology, Windsor
- 193 Raymond L. Meyer, Dean, Algonquin College School of Business, Ottawa
- 194 Barbara F. Curry, Guelph; Norma Fieldhouse, Aubrey Hagar, Janice Legg, Kitchener
- 195 Ottawa Regional Council on Education in Health Disciplines, Ottawa
- 196 Undergraduate Studies Committee of the Philosophy Department of the University of Guelph, Guelph
- 197 Brantford and District Labour Council, Brantford
- 198 John F. Sullivan, Windsor
- 199 Faculty, Department of English, University of Guelph, Guelph
- 200 A group of employees, Alcan Canada Products, Kingston
- 201 Alma Mater Society, Queen's University, Kingston
- 202 K. G. Shoultz, et al, Algonquin College of Applied Arts and Technology, Ottawa
- 203 Peter F. Morgan, University of Toronto, Toronto
- 204 Faculty Regional School of Nursing, Brockville General Hospital, Brockville
- 205 T. D. Dawes, Kingston
- 206 David Morgan, Thunder Bay
- 207 Robert Johansson, Kitchener
- 208 Liaison Planning Committee, Ottawa-Carleton Area, Ottawa
- 209 Robert Irvine, Thamesford
- 210 Paul Blundy, Sarnia

Brief No. Author and Location

- 211 The Extension Students Association, University of Ottawa, Ottawa
- 212 The Committee on the Economics of Higher Education, Carleton University, Ottawa
- 213 The Senior Adult Committee of the Board of Christian Education of the United Church of Canada, Toronto
- 214 Ozay Mehmet, University of Windsor, Windsor
- 215 James Martin, Windsor
- 216 Ridgetown College of Agricultural Technology, Ridgetown
- 217 R. C. Quittenton, Windsor
- 218 The Waterloo Chamber of Commerce, Waterloo
- 219 Arthur Bullied, Oakville
- 220 L. M. Hammond, Guelph
- 221 Prescott-Russell County Board of Education, Hawkesbury
- 222 Kitchener Public Library, Kitchener
- 223 Ronald Parsons, Wilkesport
- 224 F. R. Jones, Atikokan
- 225 Terry Hlady, Thunder Bay
- 226 Lambton County Roman Catholic Separate School Board
- 227 J. K. Howard, Sarnia
- 228 H. O. Hughes, Sarnia
- 229 R. M. MacIntosh, Toronto
- 230 Lakehead Regional School of Nursing Administration, Thunder Bay
- 231 Loyalist College, Belleville
- 232 Institute for Aerospace Studies, University of Toronto, Toronto

Brief No.	Author and Location	Brief No.	Author and Location
233	The Artisans' Guild of Hamilton, Hamilton	254	Jack Leavitt, Gordon Olafson, Alan Metcalfe, Windsor
234	Ontario Provincial Library Council, Toronto	255	W. D. Meikle, Toronto
235	L'Association canadienne-française de l'Ontario (ACFO), Ottawa	256	Kates, Peat, Marwick & Co., Toronto
236	E. S. Wybourn, L. J. Poirier, B. E. Curtis, T. E. S. Mather, A. E. Stinson, Ottawa	257	Association of Ontario Land Surveyors, Toronto
237	University of Toronto School of Nursing, Toronto	258	Sr. St. Michael Guinan, Toronto
238	J. M. Steele, Fort Frances	259	Young Socialists, Toronto
239	Labour Council of Metropolitan Toronto, Toronto	260	The Board of Education for the Borough of Etobicoke, Etobicoke
240	Division 1 of the School of Graduate Studies, University of Toronto, Toronto	261	Ontario Craft Foundation, Toronto
241	Ontario Council of University Librarians, Kingston	262	Joyce E. Denyer, Clarisse M. Henschel, Toronto
242	The Canadian National Institute for the Blind, Ontario Division, Toronto	263	John Bowles, Guelph
243	Louise Colley, Guelph	264	The Ontario Committee, Communist Party of Canada, Toronto
244	Corporation of the Town of Ridgetown, Ridgetown	265	Ontario Federation of Labour, Don Mills
245	The Faculty Members of the Department of English at the University of Guelph, Guelph	266	Staff Members, Humber College of Applied Arts and Technology, Toronto
246	The Board of Education for the Borough of York, Toronto	267	Canadian Memorial Chiropractic College, Toronto
247	Ontario Council St. John Ambulance Association, Toronto	268	Harold E. Stafford, Q.C., M.P., Ottawa
248	Association of Certified Survey Technicians and Technologists of Ontario, Toronto	269	Cornwall Association for University Extension, Cornwall
249	D. I. Williamson, Ottawa	270	Association canadienne-française, secteur est de l'Ontario, Hawkesbury
250	K. Bowles	271	Town of Sioux Lookout, Sioux Lookout
251	Inter-Agency Council for Services to Immigrants and Migrants, Toronto	272	J. A. Fraser, Kenora
252	Staff of Atikokan High School, Atikokan	273	The Kenora Advisory Committee to Confederation College, Kenora
253	Fanshawe College, London	274	Members of the Toronto Board of Education, Toronto
		275	The Ontario Association for Continuing Education, Peterborough

Brief No. Author and Location

- 276 Association for Part-Time Undergraduate Students, University of Toronto, Toronto
- 277 F. Vernon, Toronto
- 278 Centre for Christian Studies, Toronto
- 279 The Ontario Teachers' Federation, Toronto
- 280 The Royal Ontario Museum, Toronto
- 281 Graduate Student Union, University of Toronto, Toronto
- 282 Ontario Confederation of University Faculty Associations, Toronto
- 283 MetroDOC (Metropolitan Toronto Data Bank/Directory of Continuing Education), Toronto
- 284 S. Goldstein, Kingston
- 285 C. W. King, Thunder Bay
- 286 Roger Guindon, O.M.I., Ottawa
- 287 Ontario Hospital Association, Don Mills
- 288 Art Gallery of Ontario, Toronto
- 289 L'Association des enseignants franco-ontariens, Ottawa
- 290 The Ottawa Board of Education, Ottawa
- 291 P. J. Galasso, Ph.D., University of Windsor, Windsor
- 292 Thomas F. Shaffer, Toronto
- 293 E. B. Dabney, Ottawa
- 294 Ontario Recreation Society and the Society of Directors of Municipal Recreation of Ontario, Toronto
- 295 Cornwall and District Labour Council, Cornwall
- 296 Wolfgang Lilie, Willowdale
- 297 William Langdon, Mississauga

Brief No. Author and Location

- 298 The Ontario Association of Certified Engineering Technicians and Technologists, Toronto
- 299 David B. Holmes, St. Thomas
- 300 Ontario Council, St. John Ambulance Association, St. John Ambulance Brigade, Toronto
- 301 Lakehead University Faculty Association, Thunder Bay
- 302 A. Allan Beveridge, Waterloo
- 303 Committee on the Location of the Next Medical School, Ontario Medical Association, Toronto
- 304 Canadian Library Association, Ottawa
- 305 W. Gerald Fulton, P.Eng., Brampton
- 306 R. J. Ward, Keewatin
- 307 Messrs. R. M. Carson, E. E. Ross, and Anderson, London
- 308 The Society of Industrial Accountants of Ontario, Hamilton
- 309 Ontario Department of Extension and Summer Schools, Peterborough
- 310 Peter D. Clark, Chatham
- 311 Joseph P. Crossman, London
- 312 W. Lee Hansen and Burton A. Weisbrod, Madison, Wisc., U.S.A.
- 313 John Stobo Prichard, M.B., F.R.C.P., Willowdale
- 314 Charles M. Carmichael, London
- 315 Keewatinung Institute, Toronto
- 316 World University Service of Canada, Toronto
- 317 Roger Taguchi, Toronto
- 318 The Board of Governors of Algonquin College, Ottawa

Brief No.	Author and Location	Brief No.	Author and Location
319	Brian Turnbull, Waterloo	341	J. R. W. Whitehouse, Niagara College of Applied Arts and Technology, Welland
320	Student Government of l'Ecole secondaire Saint-Laurent de langue française, Cornwall	342	W. R. Martin, University of Waterloo, Waterloo
321	J. E. McLachlen, Ottawa	343	S. D. Neill, University of Western Ontario, London
322	St. Lawrence College, Cornwall	344	John E. Creelman, Toronto
323	The Student Body, Hamilton and District School of Nursing, Hamilton	345	Carl Crawford, Brampton
324	Oxford County Board of Education, Woodstock	346	Carl Crawford, Brampton
325	Charles Abshez, Toronto	347	Trevor Lloyd, University of Toronto, Toronto
326	Canadian Council of Professional Engineers, Ottawa	348	K. Purvis, Toronto
327	Ontario Council of Regents for Colleges of Applies Arts and Technology, Toronto	349	Faculty Association, University of Toronto, Toronto
328	Registered Nurses' Association of Ontario, Toronto	350	Faculty of Medicine, University of Toronto, Toronto
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330	Lynn McDonald, McMaster University, Hamilton	352	Morris Bosey, Welland
331	P. D. Hiscocks, Toronto	353	The Ontario Association of Certified Engineering Technicians and Technologists, Toronto
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335	W. V. Maclean, Toronto	357	Inter-University Committee on Instructional Media
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367	The Full-time Students, Cornwall campus, University of Ottawa, Ottawa
368	Extension Students' Association, University of Ottawa, Ottawa
369	Ottawa-Carleton Ad Hoc Committee on the Status of Women, Ottawa
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		637	Ontario Universities Athletic Association

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638	Ontario Universities' Council on Admissions	658	Metropolitan Toronto Library Board, Toronto
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648	Council of Ontario Faculties of Medicine	668	H. R. S. Ryan, Queen's University, Kingston
649	A. G. Worthington, Trent University, Peterborough	669	University Women's Club, St. Catharines
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651	The Board of Governors, University of Waterloo, Waterloo	671	Catholic Hospital Conference of Ontario, St. Catharines
652	The Board of Governors York University, Downsview	672	Hans van der Slagt, Sir Sandford Fleming College, Peterborough
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- 686 Law Society of Upper Canada, Toronto
- 687 Georgian Bay Regional Library System Board, Barrie
- 688 Wm. S. Morris, Lakehead University, Thunder Bay
- 689 University and College Placement Association, Queen's University, Kingston
- 690 The Faculty Association, University of Western Ontario, London
- 691 Association of Mature and Part-Time Undergraduate Students, University of Waterloo, Waterloo
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- 694 Ontario Library Association, Toronto

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- 699 The Senate Trent University, Peterborough
- 700 Ontario Council of Health, Toronto
- 701 E. Mark Goldstein, University of Ottawa, Ottawa
- 702 Congress of Canadian Women, Toronto
- 703 Juliette Allan, Dundas
- 704 R. P. Graham, Hamilton
- 705 C. D. Kent, London Public Library and Art Museum, London
- 706 Committee on Education, Canadian Society of Hospital Pharmacists, Ontario Branch, Ottawa
- 707 Board of Governors, University of Western Ontario, London
- 708 Marjorie Stone, University of Guelph, Guelph
- 709 Waterloo North Progressive Conservative Association, Waterloo
- 710 Academic Council, Sir Sandford Fleming College, Peterborough
- 711 D. C. Baird, Royal Military College of Canada, Kingston
- 712 P. K. Mutchler, Thunder Bay Public Library, Thunder Bay
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- 720 The Faculty of Applied Science, Queen's University, Kingston
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- 734 Ontario Association of Art Galleries
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- 737 Students' Administrative Council, University of Windsor, Windsor
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- 739 Committee of Ontario Deans of Engineering
- 740 The Canadian Manufacturers' Association, Ontario Division, Toronto
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Appendix H

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